DOCUMENT RESUME

ED 202 237 FL 012 318

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| TITLE | Hearings on Foreign Language and International Studies. Hearings before the Subcommittee on Select Education of the Committee on Education and Labor. House of Representatives, Ninety-Sixth Congress, Second Session (September 10 and 17, 1980). |
| PUB DATE | Sep 80 |
| NOTE | 139p.; Not available in paper copy due to small type. |
| EDRS PRICE | MF01 Plus Postage. PC Not Available from EDRS. |
| DESCRIPTORS | Cross Cultural Training; *Educational Needs; Elementary Secondary Education; Federal Government; Government Role; *Hearings; Higher Education; *International Studies; *Second Language Instruction |
| IDENTIFIERS | Congress 96th |

ABSTRACT

These hearings concerned a proposed Foreign Language Assistance Act and a Congressional Resolution designed to promote the study of foreign languages and international affairs at all levels of education in the United States. Testimony was given by concerned members of Congress, keynoted by former Senator J. William Fulbright, as well as by representatives of the academic community, public schools, and professional organizations involved in foreign language education. A consensus of all who testified is that: (1) foreign language study in the United States is in very poor shape; (2) most American students graduate from high school with a dangerously incorrect and incomplete knowledge of other nations and cultures; (3) international competence is essential if American business is to be competitive and if the government is to have adequate intelligence and the good will on non-English-speaking countries; and (4) the educational situation will be improved only if positive incentives are offered for foreign language study, incentives that are likely to be effective only if they represent a substantial commitment by the federal government. (JB)

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# HEARINGS ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

## HEARINGS

BEFORE THE

## SUBCOMMITTEE ON SELECT EDUCATION

OF THE

## COMMITTEE ON EDUCATION AND LABOR

## HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

SECOND SESSION

ON

## H. Con. Res. 301

EXPRESSING THE SENSE OF THE CONGRESS THAT THERE IS A NEED TO STRENGTHEN COURSE OFFERINGS AND REQUIREMENTS IN FOREIGN LANGUAGE STUDIES AND INTERNATIONAL STUDIES IN THE NATION'S SCHOOLS, COLLEGES, AND UNIVERSITIES

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HEARINGS HELD IN WASHINGTON, D.C. ON SEPTEMBER 10 AND 17, 1980

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Printed for the use of the Committee on Education and Labor

ED202237

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# HEARINGS ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

WEDNESDAY, SEPTEMBER 10, 1980

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SELECT EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
*Washington, D.C.*

The Subcommittee on Select Education convened at 1:05 p.m., Hon. Paul Simon (chairman of the subcommittee) presiding.

Members present: Representatives Simon, Stack, and Erdahl.

Staff present: Nick Penning, staff assistant; Cheryl Kinsey, research assistant; Dianna Cregger, executive secretary; Jennifer Vance, minority senior legislative associate; Terri Sneider, minority legislative associate.

Mr. SIMON. Good afternoon. The Subcommittee on Select Education will come to order for the purpose of hearing testimony on H.R. 7580 and House Concurrent Resolution 301. H.R. 7580, introduced by Mr. Panetta and myself, would provide for per capita grants to reimburse elementary schools and institutions of higher education for part of the costs of providing foreign language instruction.

House Concurrent Resolution 301, introduced by Mrs. Fenwick, Mr. Panetta, Mr. de la Garza and myself, expresses the feeling of Congress that there is a need to strengthen course offerings and requirements in foreign language and international studies in the Nation's schools, colleges, and universities.

As the report of the President's Commission on Foreign Language and International Studies states, competence in foreign languages is vital to all Americans; a weakness in these areas poses a great threat to America's security and economic viability. In a democratic society like ours, leadership cannot be effective without a well-informed citizenry.

In reality, however, programs and institutions for education and training for foreign language and international studies are both currently inadequate and actually falling further behind.

We hope that this legislation will pave the way for a renewed emphasis on foreign language and international studies in the years to come.

[The text of H. Con. Res. 301 follows:]

96TH CONGRESS
2D SESSION

# H. CON. RES. 301

Expressing the sense of the Congress that there is a need to strengthen course offerings and requirements in foreign language studies and international studies in the Nation's schools, colleges, and universities.

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IN THE HOUSE OF REPRESENTATIVES

MARCH 12, 1980

Mr. SIMON (for himself, Mrs. FENWICK, Mr. PANETTA, and Mr. DE LA GARZA) submitted the following concurrent resolution; which was referred to the Committee on Education and Labor

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# CONCURRENT RESOLUTION

Expressing the sense of the Congress that there is a need to strengthen course offerings and requirements in foreign language studies and international studies in the Nation's schools, colleges, and universities.

Whereas a knowledge of other languages and cultures is necessary to keep American business competitive in world trade;

Whereas the continued effectiveness of American foreign policy depends upon diplomatic and intelligence-gathering efforts which are based upon a sound knowledge of the world;

Whereas in our democratic society it is essential for the general public to understand world events so that official policies

will reflect the concerns and interests of the American people;

Whereas a knowledge of foreign languages and cultures can help to improve mutual understanding among different ethnic groups and cultures within American society;

Whereas the past decade saw an alarming decline in the study of foreign languages and international issues in the Nation's schools, colleges, and universities, despite the growing importance of these subjects to the welfare of our Nation and our people;

Whereas the President's Commission on Foreign Language and International Studies has recommended that greater emphasis needs to be placed on the study of these subjects; and

Whereas the week of March 23 through March 29 has been proclaimed "Foreign Language Week": Now, therefore, be it

*Resolved by the House of Representatives (the Senate concurring),* That it is the sense of the Congress that school authorities and college and university administrators should consider strengthening the study of foreign languages and cultures through appropriate actions, including the following: the gradual establishment of requirements for the study of foreign languages and cultures for entrance to postsecondary institutions; the addition of foreign language studies and international studies as requirements for college graduation; the improvement of international studies in the curriculum at all levels of education; the offering of a wider variety of languages at the secondary school level; and the placing of

3

greater emphasis on the teaching of foreign languages and cultures for elementary schoolchildren.

Mr. SIMON. Before I introduce our first distinguished witness, let me say for the record I noted the results of the election yesterday in Florida, and we are going to lose the service of our distinguished colleague to my right, Mr. Ed Stack. He has been a marvelous constructive, positive force on this subcommittee and in the House, and I simply want the record to show that I think not only this subcommittee and our full committee, but this Congress and the Nation, have suffered a loss, when Ed Stack lost this election.

I'd like to call on Mr. Erdahl.

Mr. ERDAHL. If the chairman would yield, I would just like to identify myself with those comments and sentiments, because as a member of the minority on this committee and the Congress, I, too, have been impressed with Ed and his dedication, his grasp of the issues, and certainly his loss is also across party lines. I think it's not only a loss to this Congress, but also to his district back in Florida. But we wish him the very best and we know that things still lie ahead for our good friend Ed Stack.

Mr. SIMON. We're going to have rebuttal now here. [Laughter.]

Mr. STACK. Thank you, Mr. Chairman and Mr. Erdahl, for your kind comments. I am not the only person present in this room who has lost an election. I think what has constituted in my view a public disservice—and I will not make my remarks more pointed, but let me say that there are worse things in life than losing elections, and I will not disappear, and I will be here to the best extent that I can in the days that lie ahead, and I accept this verdict graciously and gracefully, I hope. And certainly I want to say it's been a great pleasure to serve with such distinguished colleagues, and I commend them for the work they have done on this subcommittee, and I will, at the end of this session, share your work to the extent possible. Thank you.

Mr. SIMON. Thank you.

Our first witness is the person he referred to as one who has also suffered defeat, and you may well emulate him, Ed, because he has contributed significantly after that, as he did prior to that. He has been one of the giants of the Senate in this century.

One of the things I have seen time and time again, visiting in other countries is to have people come up, a cabinet member or someone come up and say, "Well, I was a Fulbright scholar." And it is a pleasure to welcome as our first witness here today Senator Fulbright, the author of that act, and a leader in so many ways in this whole field.

Senator, we are pleased to have you here.

Senator Fulbright.

## STATEMENT OF HON. J. W. FULBRIGHT, FORMER U.S. SENATOR

Senator FULBRIGHT. Mr. Chairman and gentlemen, I am very honored to be invited. It's a rare privilege to be invited before anybody in either Congress. I think it's the second time I have been so. I am the one who is honored by the invitation. The thought that I have anything to contribute to it is very gratifying.

I apologize to the committee for not being able to submit the usual copies in advance, but I, as you know, am a private citizen and I was just last week, as a matter of fact, at the convention of the Fulbright Alumni Association, and I've been out of town, so I

was a little delayed in preparing it. But I'm sure the committee won't suffer, but the trouble is the chairman knows more about this and has followed it more carefully than I have in recent years, but I hope you will accept my short statement for what it's worth, and I do have a few comments that I would like to make.

I don't know what the time limit is. I'll try to make it very brief.

Mr. SIMON. You take whatever time you wish.

Senator FULBRIGHT. Well, I am convinced that these two measures which are before the committee concern one of the most pressing needs of our country, but at the same time they deal with a problem which does not lend itself to a quick or early solution. These bills concern a deficiency in our public education which has been for many years growing into a major scandal.

I think I referred earlier to two reports that I wish to quote from. I recognize that the chairman is a member of one of the bodies, and participated in it, but nevertheless for the record I think it's important. I want to quote a few passages from the report to the President, from the President's Commission on Foreign Language and International Studies, commonly referred to as the Perkins report, after its chairman, Dr. James Perkins.

From that report I wish to read just a few paragraphs as background, and I quote:

> The President's Commission has devoted a year to an intensive evaluation of the state of foreign language and international studies and their impact on the nation's internal and external strength. We are profoundly alarmed by what we have found; a serious deterioration in this country's language and research capacity, at a time when an increasingly hazardous international military, political and economic environment is making unprecedented demands on America's resources, intellectual capacity and public sensitivity.
>
> Nothing less is at issue than the nation's security. National security, moreover, cannot be safely defined and protected within the narrow framework of defense, diplomacy and economics. A nation's welfare depends in large measure on the intellectual and psychological strengths that are derived from perceptive visions of the world beyond its own boundaries.
>
> Americans' scandalous incompetence in foreign languages also explains our dangerously inadequate understanding of world affairs. Our schools graduate a large majority of students whose knowledge and vision stops at the American shoreline, whose approach to international affairs is provincial, and whose heads have been filled with astonishing misinformation.

Mr. Chairman, there is a great deal more in that report with supporting evidence to persuade any reasonable person that we have neglected one of the most important elements in our national strength; that is, our schools, and especially the teaching of languages and international studies.

Having observed and studied our foreign affairs now for the last 40 years, 32 of which I spent in the Congress, I am certain that the conclusions of the Perkin report are sound. One need not call to this committee's attention the fact our country, since it became a major power in the world, has never faced such difficult and ominous problems, with the possible exception of the 1930's, as it now faces in its economic and political affairs.

The measures which are before this committee cannot, of course, alleviate immediately these problems, but if we wish to continue as a great and enlightened community, it is essential that they be enacted and implemented as soon as possible.

I cannot and should not at this time take the committee's time to mention the different aspects of our dependence upon foreign

sources for raw materials, many essential to our defense, and certainly to our industrial life, the consequences of the continuing deficit in the balance of payments and a decline in our prestige and influence in the world. That's quite evident, I think, to anyone who reads a newspaper.

I would like, however, to suggest that the committee consider in connection with the Perkins report which, of course, is available to you, another report recently submitted to the National Science Foundation by Dr. Izaak Wirszup of Chicago University.

I thought perhaps you were not as familiar with this report. It's very recent. I sent for it and got a copy from Dr. Wirszup.

This report consists of a comparative study of the teaching of mathematics and science in the secondary schools of the Soviet Union and the United States. I may say the National Science Foundation commissioned Dr. Wirszup to make this study. Although it is not directly addressed to the teaching of foreign languages, I am confident that comparison would yield similar results in that field, as well as in the subject of Dr. Wirszup's report.

I would like to give the committee just a few quotations from Dr. Wirszup's report, with the thought that you may wish to invite him to give a special report, which I think would be very enlightening to the Congress and to the Committee.

He writes as follows—and I am here just selecting a few passages—I have the report—to give a little feel about the nature of it:

> My investigations show conclusively that in the last decade the Soviets have made simultaneous quantitative and qualitative gains without equal in the history of their education, affecting the entire young population.
>
> In June of 1978, after years of extraordinary investment and effort culminating in the introduction of compulsory 10-year schooling, over 5 million students graduated from secondary schools of all types, a success rate of 97.7 percent. In the United States, by contrast, nearly 75 percent of all 17-year-olds—about 3,150,000 students—graduate from high school.
>
> Moreover, the extraordinary Soviet research in the psychology and methods of learning and teaching mathematics has been applied in the new curriculum which now surpasses in quality, scope, and range of implementation that of any other country.
>
> For the 98 percent of the school age population that now completes secondary school or its equivalent, the Soviets have introduced science and mathematics curricula whose content and scope place them far ahead of every other nation, including the United States. Their foremost scholars and educators are engaged in improving the school curricula and perfecting teaching methods in a concerted drive to provide mass education of unmatched quality.

I should have put in this that Dr. Wirszup is professor of mathematics at the University of Chicago, an expert on Russian affairs, and he teaches also computer sciences, and is very highly regarded in his field.

In a recent study by the International Communication Agency, it appears that not only the Soviets, but France, Germany and Great Britain also are making a substantially greater effort than the United States in cultural and information programs.

From a different source, which I thought was relevant to this, a House of Representatives Committee on International Relations report in 1977 concluded:

> Significantly, in Soviet-third world cultural relations, the Soviet leadership appears to have placed its greatest hopes for ultimate success in the academic exchange program.

In Latin America, which we like to think of as "our hemisphere," the Soviets funded 4,650 grants in 1978; the principal U.S. agencies offered only 2,062 grants to civilians for serious educational purposes, according to a recent report of the ICA.

There are, I may say, extensive figures in this field available to the committee, so I shall not burden the record further with them. They are all in the report from the ICA.

In conclusion, I urge this committee to report the bills under consideration favorably. They will encourage the revival of language and international studies which will enrich the lives of all our young people in the future. One can obtain a much better appreciation of one's own country against the background of knowledge of the history and culture of other countries.

That has been the experience of more than 40,000 participants in our national exchange program who have studied abroad.

I mentioned a moment ago that I just attended the annual convention of the Fulbright Alumni Association, and there were a great many testifying, these panels of people who said exactly that point; that they never did appreciate the United States until they had studied abroad and had a perspective on it from that experience.

In calling the committee's attention to the intensive efforts of the Soviet Union to improve its educational program, I do not suggest that the bills before the committee are dependent upon what the Soviets may be doing. This legislation is needed regardless of what the Soviets may do.

It is sorely needed simply to give our people and our Government an opportunity better to understand the nature of the international community of which we are a part, a very important part, and to acquire a more realistic and accurate idea of the proper role for us to play in that community.

As one of the two so-called super powers, we have a special responsibility to cultivate a more cooperative spirit among nations and to minimize the possibility of a major war.

Strategic power, of course, has a role in our responsibility, but we sometimes give the impression, to our friends as well as our adversaries, that military power is all that we need to keep the peace and to insure our future. In our preoccupation with military power, we are in danger of losing our influence and prestige in the world simply because we lack the knowledge and understanding to conduct our relations with other countries in an effective and rational manner.

Our material prosperity has led us to believe that we are the only virtuous and unselfish people in the world, a proposition which many others find difficult to accept.

I, of course, believe that we do have many admirable qualities as a nation, but the least admirable is our self-rightousness, and to correct that we desperately need a much more effective educational program with emphasis upon international studies and foreign languages. These are necessary, they are essential, to give us a true perspective of our proper role in the world.

Mr. Chairman, if time permits, I had a further thought this morning I'd like to offer the committee. As we all know, to our sorrow, our complacency and parochialism has deceived our lead-

ing industrialists for 20 years about the industrial progress being made in such countries as Japan and Germany. When Volkswagen and Mercedes and Honda and Datsun and other companies began about 30 years ago to produce modern automobiles and electronic machines of superior quality, our leaders of industry were simply incapable of understanding the obvious significance of these accomplishments.

None of our leaders were aware of the tremendous changes that were taking place in these countries. They were not aware primarily because none of them were versed in the language and culture of those countries, and could not draw the proper conclusion even from what they did read about in the papers.

The consequences of this lack of knowledge and awareness confront us today in the hundreds of thousands of unemployed in our steel, automobile, and electronic industry. The enormous and dangerous deficits in our balance of trade continue to erode the value of the dollar and the confidence our best friends have in our capacity to manage our affairs in a rational manner.

Our national egocentrism, coupled with our racial bias toward foreigners, is largely responsible for the deplorable state of our economy.

I am deeply concerned, Mr. Chairman, that we are following a similar path toward the Soviet Union. We have an obsession about Russian imperialism which tends to distort our judgment with regard to the other developments taking place within the Soviet Union. We tend to denigrate everything they do except in the field of armaments and military power.

We have too few people in positions of leadership who understand the people and culture of Russia, and we are likely to ignore the significance of the developments as clearly presented in the Wirszup report. The progress they are making in their secondary education confronts us with a challenge far more serious in the long run than did the sputnik they put up in 1958.

Our response to that event was immediate, it was dramatic and successful in the NASA program of the 1960s. I am suggesting that in light of the Perkins and the Wirszup reports read together, we should respond with a program in education comparable in scope to our response to sputnik. It is a much more subtle and difficult challenge to meet, but if we do not respond, it is likely that we shall encounter in our international political affairs conditions similar to those we are now faced with in industry and commerce.

So I, Mr. Chairman, believe that the bill before the committee is an essential first step toward meeting that challenge, and it is very important that we begin now.

Thank you very much, Mr. Chairman.

[The prepared statement of J. W. Fulbright follows:]

PREPARED STATEMENT OF HON. J. W. FULBRIGHT, FORMER U.S. SENATOR

Mr. Chairman, I am honored by your invitation to testify on H.R. 7580 and H. Con. Res. 301. I apologize to the Committee for not being able to submit the usual copies in advance, but I am now a private citizen with limited resources for such a task. I hope the Committee will accept my short statement and be willing to accept as part of my statement excerpts from two recent reports which are relevant to the subject under consideration.

First I wish to express my appreciation to Congressman Simon and his colleagues for their initiative in introducing these bills. I am convinced they concern one of the

most pressing needs of our country, but at the same time they deal with a problem which does not not lend itself to a quick or early solution. These bills concern a deficiency in our public education which has been, for many years, growing into a major scandal.

I referred above to certain reports. The first I wish to quote from is the "Report to the President from the President's Commission on Foreign Language and International Studies," commonly referred to as the Perkins Report after its Chairman, Dr. James Perkins.

If I may quote from that report:

"The President's Commission has devoted a year to an intensive evaluation of the state of foreign language and international studies and their impact on the nation's internal and external strength. We are profoundly alarmed by what we have found; a serious deterioration in this country's language and research capacity, at a time when an increasingly hazardous international military, political and economic environment is making unprecedented demands on America's resources, intellectual capacity and public sensitivity.

"Nothing less is at issue than the nation's security. * * * National security, moreover, cannot safely be defined and protected within the narrow framework of defense, diplomacy, and economics. A nation's welfare depends in large measure on the intellectual and psychological strengths that are derived from perceptive visions of the world beyond its own boundaries.

"Americans' scandalous incompetence in foreign languages also explains our dangerously inadequate understanding of world affairs. Our schools graduate a large majority of students whose knowledge and vision stops at the American shoreline, whose approach to international affairs is provincial, and whose heads have been filled with astonishing misinformation."

Mr. Chairman, there is much more in that report with supporting evidence to persuade any reasonable person that we have neglected one of the most important elements of our national strength; that is our schools and especially the teaching of languages and international studies.

Having observed and studied our foreign affairs now for the last 40 years, 32 of which I spent in the Congress, I am certain that the conclusions of the Perkins report are sound. One need not call to this Committee's attention the fact that our country since it became a major power in the world, has never faced such difficult and ominous problems, with the possible exception of the thirties, as it now faces in its economic and political affairs. The measures which are before this Committee cannot, of course, alleviate immediately these problems, but if we wish to continue as a great and enlightened community it is essential that they be enacted and implemented as soon as possible.

I cannot take the Committee's time to mention the different aspects of our dependence upon foreign sources for our raw materials, the consequences of the continuing deficit in our balance of payments and the decline in our prestige and influence in the world. I would like, however, to suggest that the committee consider in connection with the Perkins report, another report recently submitted to the National Science Foundation by Dr. Izaak Wirszup of Chicago University. This report consists of a comparative study of the teaching of mathematics and science in the secondary schools of the Soviet Union and the U.S. Although it is not directly addressed to the teaching of foreign languages, I am confident that comparison would yield similar results in that field as well as in science.

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Dr. Wirszup writes as follows:

"My investigations show conclusively that in the last decade the Soviets have made simultaneous quantitative and qualitative gains without equal in the history of their education, affecting the entire young population.

"In June of 1978, after years of extraordinary investment and effort culminating in the introduction (1975) of compulsory 10 year schooling, over 5 million students graduated from secondary schools of all types, a success rate of 97.7 percent. In the United States, by contrast, nearly 75 percent of all 17 year olds—about 3,150,000 students—graduate from high school.

"Moreover, the extraordinary Soviet research in the psychology and methods of learning and teaching mathematics has been applied in the new curriculum, which now surpasses in quality, scope and range of implementation that of any other country.

"For the 98 percent of the school age population that now completes secondary school or its equivalent, the Soviets have introduced science and mathematics curricula whose content and scope place them far ahead of every other nation, including the United States. Their foremost scholars and educators are engaged in

improving the school curricula and perfecting teaching methods in a concerted drive to provide mass education of unmatched quality."

In a recent study by the I.C.A. it appears that not only the Soviets but France, Germany, and Great Britain also are making a substantially greater effort than the U.S. in cultural and information programs.

From a different source we may note, a House of Representatives Committee on International Relations report in 1977 concluded:

"Significantly, in Soviet-third world cultural relations the Soviet leadership appears to have placed its greatest hopes for ultimate success in the academic exchange program."

In Latin America which we like to think of as "our hemisphere" the Soviets funded 4,650 grants in 1978; the principal U.S. agencies offered only 2,062 grants to civilians for serious educational purposes, according to a recent report of the I.C.A. There are extensive figures in this field available to the Committee so I shall not burden the record further.

In conclusion I urge this Committee to report the bills under consideration favorably. They will encourage the revival of language and international studies, which will enrich the lives of all our young people in the future. One can obtain a much better appreciation of one's own country against the background of knowledge of the history and culture of other countries. That has been the experience of more than 40 thousand participants in our national exchange program who have studied abroad.

In calling the Committee's attention to the intensive efforts of the Soviet Union to improve its educational program, I do not suggest that the bills before the Committee are in any way dependent upon what the Soviets may be doing. This legislation is needed regardless of what the Soviets may do. It is sorely needed simply to give our people and our government an opportunity better to understand the nature of the international community of which we are a part, an important part, and to acquire a more realistic and accurate idea of the proper role for us to play in that community. As one of the two so-called super powers, we have a special responsibility to cultivate a more cooperative spirit among nations and to minimize the possibility of a major war. Strategic power, of course, has a role in our responsibility, but we sometimes give the impression, to our friends as well as our adversaries, that military power is all that we need to keep the peace. In our pre-occupation with military power we are in danger of losing our influence and prestige in the world simply because we lack the knowledge and understanding to conduct our relations with other countries in an effective and rational manner. Our material prosperity has led us to believe that we are the only virtuous and unselfish people in the world, a proposition many others find difficult to accept. I, of course, believe that we do have many admirable qualities as a nation, but the least admirable is our self righteousness, and to correct that we desperately need a much more effective educational program with emphasis upon international studies and foreign languages. These are necessary to give us a true perspective of our proper role in the world.

Mr. SIMON. We thank you for an excellent statement. In the area of exchanges, Alan Kassoff, who is head of the IREX program that exchanges with the Soviet Union and the East European countries, points out that we spend each year on our exchanges in that area the equivalent of what we spend on constructing one-third of a mile of interstate highway.

Senator FULBRIGHT. It's minimal, and even that's been held up recently because of the embargo.

Mr. SIMON. And it is just very shortsighted for us not to try to be sensitive to these other areas.

Senator FULBRIGHT. It's disastrous, Mr. Chairman. One country we ought to understand is the one that is our principal competitor. I mean how do we make progress by closing our eyes to what's going on there? I think we have very distorted views of what's going on now.

This report shocked me, I confess. When I read that, I couldn't believe it. My attention was called to it by a column in a local paper. I wrote to Dr. Wirszup, who I happen to know. I got the report. It's really shocking. I had no idea the Russians had put this

kind of effort into this program. It started in 1966, and I didn't bore you with a long description of the comparative seriousness of that secondary education and what they do with it. I mean the amount of serious subjects that they require of all their students is astonishing, compared to ours.

I hope the committee can give very close attention to that report and compare it to our effort, because there are two things about this:

One is, it's extremely important in itself, our relations to the Russians. Beyond that, this very great competitive spirit we have may, if it's brought to bear and focused on this instead of solely upon more missiles and more intercontinental missiles, it might get some results. If the people can realize this is part of that competition, and not put all our eggs in one basket, maybe they will respond.

Mr. SIMON. The point you make, that our security focus has to be much broader than simply a focus on——

Senator FULBRIGHT. Oh, yes. I can imagine what the Russians will do about these nuclear weapons, just what they decided about the man on the moon. They decided it wasn't worth it to put all that effort in going to the moon so they didn't try after we did. Our effort was inspired largely to do it first. Now if they see that the world needs this educational approach, more education and exchanges, which they are doing, and just keep an equivalency on the military part, I think they will leave us at the starting gate.

I mean we will end up in 20, 30 years just like we have in automobiles. We've got all these missiles which certainly I assume we are not intending to use and I don't think they are stupid enough to do it. You can't discount these people, their long experience. They've had a much longer history than we have. I don't think for a moment they will precipitate or provoke a war. They know the consequence. They suffered in World War II, much more than we did.

One great trouble we have in realizing the significance of war comes from never having had the experiences that all other great nations have had, of being occupied by a foreign hostile army or being overrun by a hostile army. They've all had it. The Germans, Japanese, and the Russians. And they're serious about this business.

We sometimes give the impression we're not serious about it because we haven't had that experience. But if they direct their efforts along the lines the Wirszup report indicates and continue, what's going to be the attitude of the world? Where is our prestige and influence, if we end up continuing to be a nation of ignoramuses and they know what they're doing? This is what it amounts to.

Mr. SIMON. Let me revert to your former role as a university president here if I may, for a moment. One of the points that was made very frequently by our former colleague, Al Quie, who is now the Governor of Minnesota, and Arlen Erdahl has taken his place on this committee and in the House, he said we had to send a signal in some way to the schools of the Nation that they had to provide leadership in this area, and I guess what we are trying to do with this legislation is to send that kind of a signal.

One of the things we do in the one bill, for example, is to say that among other things, if you require foreign languages either for entrance or for graduation, we will pay you the equivalent of $30 per student for full time equivalent student per academic year.

I don't know how many students there are at the University of Arkansas, but let's just say 10,000.

Senator FULBRIGHT. Well, about 12 at the main one. You know, they've got a new organization, if you include all the branches, but in Fayetteville, where I was, it's about 12,000.

Mr. SIMON. OK, on 12,000 students you're talking about $360,000. Is that enough to have an impact, is that enough of a carrot—I'm not just picking on the University of Arkansas now—but is that enough of a carrot to get us moving?

Senator FULBRIGHT. Well, it's not a very big carrot. Nevertheless, the fact you draw attention to it by a program, even though it wouldn't be the only consideration, the very fact that the Congress and your legislation suggests and gives leadership that some knowledge and experience in foreign languages, and in international studies should be required for graduation or for entrance will be a great incentive. The money is a vehicle, under our system, where we can't just order them to do it. You've got to use, as you say, a carrot and a stick.

The Russians, of course, have the advantage that they just do it, when the Central Committee says this must be done, they do it. I don't wish to be in an attitude of exaggerating their merits, but this is a tremendous achievement. We have difficulty in implementing this, but I think the approach of the committee is sound.

I cannot tell you whether that amount is enough or not. I think it is not insignificant, and it is a symbol of the policy which you are supporting.

It's too bad that leadership alone without incentive won't work, but I agree, that under our system we have to give an incentive, and we should. The amount in this bill is $95 million I believe you are recommending.

Mr. SIMON. That's correct.

Senator FULBRIGHT. Well, for a nation of this size, this is an awfully small amount.

Mr. SIMON. Less than 50 cents per person.

Senator FULBRIGHT. Well, you made the comparison about building roads and many comparisons can be made, but the fact is this country has not yet accepted the responsibility in education.

Of course, originally we thought that was a local matter. The Congress didn't have any responsibility in national education up until, I think, 1964. I sponsored a bill in 1948. We passed it in the Senate, it got tangled up in religious and racial matters and never got through the House, but that's part of our history.

But it's time we do it, because now the Nation is responsible in international affairs, not the States, and we have got a great responsibility. It's quite different now than what it used to be.

I don't wish to appear to be so critical of the country. All I'm really saying is it's a great country, and for 200 years we did a great job under our system, but times have changed, and we've got to do something to meet that change, and one is that I think the

Federal Government has to give leadership in this area of education or we're going to be left at the post.

Mr. SIMON. Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Chairman, and thank you very much, Senator, for being with us and presenting that good testimony. Just kind of a general question. As you have observed and absorbed, I guess, too, our American scene domestically and internationally for a generation in the Congress, are we moving into a period of being neoisolationist in this country?

There seems to be a mood out there that would say we can be sufficient unto ourselves. This gets into energy and maybe education and a lot of things. Do you see that as a trend and maybe as a danger?

Senator FULBRIGHT. Well, it's utterly impossible, due to all kinds of things, economics aside. Whether you want to or not, you can't do it. I think all that is, is a frustration with the difficulties we are suffering, all the way from the hostages and our balance of payments and the Afghanistan situation. It's a frustration and we, of course, are repelled by it, we don't like it. But I think the idea of returning to isolation or trying to cut our relationships is so unrealistic, I don't think it will happen.

I think if we can get over this frustration about it, we will renew and reinvigorate. I hope our relations on this kind of legislation is a step in the right direction.

I mentioned just in passing the dependence upon all kinds of basic materials which this country must have for its economy and those are facts, there's nothing you can do about it. We just don't have those, and if we don't continue to have good relations and access to them, we will really go down the drain.

It's inconceivable to me that you can move in any serious way to isolationism, and it certainly would be wrong and against our interests to do that. We all resent it, as when we're sick, we rebel against doctors because they don't cure us.

Mr. ERDAHL. I agree with you, and I hope you're right. What I'm getting to is a practical way of doing this, apart from some of the things brought forth in the bill.

Do you see that we probably should be putting more stress on language training at earlier levels, as other countries would do?

Senator FULBRIGHT. Oh, yes. The best level of all is at the early level. We had an interesting experiment in Arkansas in connection with the Department of Education and the Arkansas department. It was a cooperative venture, and Ms. Betty Caldwell, who was an expert, who had been well trained in this area, started this training at the earliest age, from 1 year, and what they could do with them, even preelementary school. It costs money to do that sort of thing, but we ought to be doing this and exploring what can be done.

She impressed me. I went to see that school two or three times. She impressed me with the possibilities especially in languages and human relations. One of the reasons for that experiment was to see about what we could do with regard to the relations of the black and white community, and I thought it was dramatically successful at that early age. They just don't have any feeling of prejudice.

There are great possibilities there, but we simply have not yet been sold on the idea of education in this country. We haven't taken it seriously. We are still in a kind of frontier day when everybody's—the individual approach, everybody is for himself. If you've got a six-shooter, you got along without an education.

I used to hear about it all the time, "Henry Ford didn't have a Ph. D.," and a lot of these great industrial figures——

Mr. ERDAHL. He had a lot of them working for him, though.

Senator FULBRIGHT. He had a lot of them working for him. "You don't need an education to get along in this country." That's another very important point made in the Wirszup report, and is very significant.

There's one paragraph in there about the only way for a man or woman to look forward to improving his status in life is through education, and since the status of life of the average person is rather grim—as you well know, life in the Soviet Union is nothing like as luxurious as ours at any level. But that distinction is a built-in incentive to do something about it. These students either do that, or they end up digging ditches. There is no in-between, there is nobody going to take care of them, if they don't apply themselves.

He makes, I think, some very good points in there about the incentive to work, and it's very powerful, and that's something again that we have to overcome.

We have had an enormously successful and, in a sense, a unique experience among nations. We have the best real estate in the world, such as Minnesota, Arkansas, and others represented here. We've got a lot of your topsoil in our delta down there, but it is the best real estate in the world, and we got rich without the same kind of efforts and experience as other countries had to go through, none of which are as rich.

But Russia is interesting. It is much bigger than we are. If they cultivate their minds, and they have a population as well educated as this indicates they will be, they've got a lot of resources to deal with, and that miserable overcentralized system they have, which has held them back, is not going to stay there forever if they educate their population. I have no doubt they'll find a way to do something about that inefficient system of organization, of overcentralizing, and a repression upon the individual's ability. Once that's done, you've got a tremendous power to face there.

We should be doing something about it, especially in this area.

Mr. ERDAHL. I want to thank you, Mr. Chairman, and thank you, Senator, for sharing those insights with us. I think as we look at this—I am reminded by staff that in Oklahoma, the university has hired a Russian professor and they are using the electronic media—radio and television, I guess, in this case.

We have a son who is a freshman in college. He hasn't got around to writing yet, but he said he's going to take Russian. So I think some of the young people are looking at these things, and hopefully we in the Congress can give them some encouragement and incentive to look even more intently at this area.

Senator FULBRIGHT. I think they will respond if somebody tells them it's important. We've left the impression it's not important. We don't require it. And I think that's one of the troubles. So I

meant the symbolism, the money, I think, is a good vehicle to use, but I think the very fact that you give leadership and say, "You must do this," you know, in the national interest, it will have an effect on the leaders in the schools.

Mr. Chairman, I don't know whether you are interested. I had two little paragraphs a little bit on this point. Would you like me to read them into the record?

Mr. SIMON. You may read them into the record.

Senator FULBRIGHT. It will take me just a minute. I know you've got other witnesses. First, about that incentive, I think. I won't read all of this. It says:

> Not only is it the main—

That is education in the sense I have mentioned—

> main criteria for success in a society that has become increasingly compartmentalized by educational achievement, it is practically the only safe avenue to a more comfortable standard of living under Soviet conditions.

That's what gives them a drive, these students, when they get into a school. And there's one last one:

> The Soviets' tremendous investment in human resources, unprecedented achievements in the education of the general population, and immense manpower pool in science and technology will have an immeasurable impact on that country's scientific, industrial and military strength.
>
> It is my considered opinion that the recent Soviet education mobilization, although not as spectacular as the launching of the first Sputnik, poses a formidable challenge to the national security of the United States, one that is far more threatening than any in the past, and one that will be much more difficult to meet.

That's sort of a summary of Dr. Wirszup, which I heartily agree with.

Mr. SIMON. Mr. Stack?

Mr. STACK. Senator, in the context of the motivation of students, we certainly have the same motivation in this country with regard to ultimate achievement and upper mobility. That is, we have, as you point out in the words of the report, that we have, let's say, one-third of the students who enter the 9th grade do not finish the 12th grade. The dropout rate is very high; at least that's true in my part of the country.

The fact is, these children who are dropping out are not achievers. They do remain with lives that are not really successful, material or otherwise.

I'm wondering, in the massive effort the Soviets are making, where they have been very successful in achieving almost 100 percent graduation, do you believe this could result from the fact that aside from the—what you point out as the extraordinary Soviet research in psychology and methods of learning, could this come really from the fact that they have a more disciplined society than we do? Don't you think that could be an element?

Senator FULBRIGHT. Yes, I think that's a very important element, and the rights of the individuals, which we so highly cherish, it's almost nonexistent there. It's the community, I mean the nation that takes precedence over it. This is one of the human rights which we currently emphasize, and we cherish.

I have never been sure that the average Russian—not the intellectuals, the Solzhenitsyns, and people who are very sophisticated,

but the ordinary Russian, I don't think is too bothered by it. He's accustomed to the discipline, that's been historic.

Of course, I can say the same thing about the Japanese. They are accomplished at communal action, of action together. These are differences which we ought to understand, and it has great bearing upon the success of our efforts. We have to pay a price for the luxury of going our own way as individuals, and there is a pretty heavy price, but we've still got to find a way to adapt that to being effective when we are in competition with a country like Russia.

Mr. STACK. The point I'm trying to make is this: No one would question that we need in foreign language and studies more emphasis than we've had in the past, but it seems to me that you touched on this earlier in your testimony. In a sense, our national priorities are wrong, in that we do not in the total spectrum of education place sufficient emphasis, we are more concerned with military and other things.

Senator FULBRIGHT. Mr. Stack, what's really shocking, when I read the Perkins report, which I did read in preparing to come here—I had only read about it before I came here. One good thing about asking me to testify was at least I read the whole report, which I probably wouldn't have done otherwise—it was a very persuasive report, Mr. Stack.

Years ago, there was much more emphasis on foreign languages, Latin, Greek, and so on. Now it's almost abandoned. I mean there is no requirement. This is what is so distressing.

Mr. STACK. The point I was coming to was this. In our day we did study foreign languages. In the course of doing that we learned a little bit about English. Today, regrettably, we might place emphasis on foreign languages, but do we not need to first address the great need of learning English?

Now in the part of the country from which I come, south Florida, we have one county which is now officially bilingual, and there is much comment to the effect that, well, we're emphasizing bilingualism, we are not teaching the students English. And this I regard as a very dangerous situation, and what it comes down to, really, is this: Whether we have an especially large carrot in the bill or not, no one would question the validity of what we are trying to do, but it goes much deeper.

It seems to me that we've got to try to find ways to motivate our society as a whole to place a greater emphasis on educational achievement. That's what it comes down to.

Senator FULBRIGHT. I agree with you. Well, I thought that, of course, having been a schoolteacher, one of the first things I supported in the 1940s, I think, in 1947 or 1948, was a bill for support of general education. We passed it in the Senate. I don't know whether you remember that. You don't go back as far as I do.

Mr. STACK. I was a college professor myself in 1937. [Laughter.]

Senator FULBRIGHT. Well, I've thought this, it's a terrible tragedy in a country with all of the prospects and merits of this one, that it has so neglected its educational system and the effort we put into it. We have tried to make the schools solve a lot of social and other problems, and really schools ought not to be responsible for them. A lot of our schools, for them to be responsible for the solution of the very difficult racial difficulties we have inherited, is a great burden,

you know, and it's disrupted the quality of schools all over the country, as you well know.

There was a terrible piece here in the local paper about how our local schools—I mean in the District of Columbia—are in dreadful shape, with strikes of schoolteachers. It's very distressing.

I think the greatest single need of this country is more emphasis on education and, of course, English is not unrelated to the foreign language. I mean any language, they are all related. If you teach them and help them in one, you are inevitably helping in the other. That used to be considered the idea of taking Latin, in order to make you understand English and know how to use it and apply it, and to think concretely and concisely and lucidly in English. That used to be the idea. But that's been abandoned, according to the Perkins' report.

Mr. SIMON. Unfortunately.

Mr. STACK. Thank you, Mr. Chairman.

Mr. SIMON. Thank you, Senator, very, very much, not only for your testimony here, but for what you have done and what you represent.

Senator FULBRIGHT. Well, as I said, I'm very flattered you asked me. It's been an experience. I don't get over here often any more.

Mr. SIMON. We'll have to see that that changes.

Senator FULBRIGHT. When I first came here, this building wasn't even here, you know. [Laughter.]

Thank you very much.

Mr. SIMON. Thank you.

Senator FULBRIGHT. Well, I told you, you're the one hope in the area that I'm in, as you well know, I mean in the exchange.

Mr. SIMON. You're too generous, but I thank you, anyway.

Representative Millicent Fenwick is here, and we welcome our colleague. One of the great pluses she has is not only an interest in this subject, but unlike the chairman of this subcommittee, she speaks other languages with fluency.

If I may interject just this question, what languages do you speak?

Ms. FENWICK. Well, I thought I spoke Spanish. [Laughter.]

Until I cooperated with our colleague, Mr. Oberstar, Representative Oberstar from Minnesota, and we were asked to do it, and he speaks beautiful French, and scored with the State Department some 4½ out of 5 points.

So I said, "Well, you know, my Spanish is awfully rusty. I'd rather do French." "Well, we have someone in French. You'd better do Spanish." OK, be a good sport. I scored 1½ [Laughter.]

I was mixing it up with Italian. So I do understand Spanish, and given a little time to practice it, I can speak it, and Italian, and French.

Mr. SIMON. We welcome you.

Ms. FENWICK. All the easy ones.

## STATEMENT OF HON. MILLICENT FENWICK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Ms. FENWICK. I must bring you a message from our colleague, Representative Panetta. He will be along by 2 o'clock.

Mr. SIMON. OK.

Ms. FENWICK. So we'll be brief. And I thank you, Mr. Chairman, for being able to come here today on a subject that we are all very concerned about, to be precise, the severe lack of study in this country, in international education and in foreign language study. The 2-year study which we conducted as members of the President's Commission on Foreign Language and International Studies, pointed to this shortage, stressing the danger it poses to our national security, the disadvantage it creates for American business in world trade, and the dangerously low level of understanding by the American public of both international cultural and political affairs, to which Senator Fulbright has spoken so ably.

House Concurrent Resolution 301, a resolution which we all cosponsored, is in the right direction. It expresses the sense of Congress that we must begin to reverse this downward trend through education, and I am happy to be a cosponsor, and especially encouraged by the recommendation of foreign language and international study requirements.

The question now arises, what's the best means of doing all this? More directly, to what extent should the Federal Government be involved? How can we assure quality education without heavy Government expenditures?

I think it is clear that to encourage more study in these areas, some kind of financial incentive will be necessary. I must confess, however, that I have some reservations about portions of H.R. 7580.

I believe that the most effective way to begin to solve this problem is with direct aid to colleges and universities, and I hope the bill in its final form will have something to say about standards in this regard, too.

We must, I believe, insist on qualified teachers and professors. I wish very much that the grants to higher education would go only to those colleges and universities which have entrance or graduation requirements in language and foreign study, giving grants only where those are required for either entrance or graduation, or perhaps both.

It is my hope that the requirements of postsecondary education will stimulate a sound and active program at the secondary and elementary levels. In fact, every high school superintendent to whom I have spoken, and every primary school principal, has told me that college requirements are essential, and perhaps all that is necessary.

In other words, if the high school knew that languages were going to be required for college, you'd get study in the high school. If the high school knew this was going to be required for high school, and the primary school knew, you'd get languages in the primary.

It is prudent, I believe, to take a careful look into the structure and methods of teaching both foreign languages and international studies. For this reason, I support the proposal in H.R. 7580 for a survey of the effectiveness of different approaches, and the study should include the elementary grades, too—the approaches that might be useful there.

It does not seem wise for us to start giving grants for grades 1 through 12, or any part of 1 through 12, until the results of this

study tell us how we should proceed, which is the method to use, which is the most effective method.

The study is, I think, essential, and I'm very glad to see it as part of the bill, but I think we should wait for its results.

It is very important that the findings of the Commission not go unnoticed, and by the Commission, I'm referring to the President's Commission, with regard to this bill, and everything to do with the study of foreign languages and international culture.

The serious deficiencies we found must be corrected. I am concerned, however, that any action by Congress be done in a prudent manner that assures some kind of control over quality, and does not involve us in heavy Federal expenditures before we know what we really should be doing.

It would be encouraging, for example, to see active participation from the private sector, and certainly this should be explored in the study.

Many thanks, Mr. Chairman.

I have a few more comments and if I may, I have a statement to be submitted.

Mr. SIMON. The floor is yours.

Ms. FENWICK. I have known children who spoke a foreign language, for instance, in the diplomatic service. My sister married a diplomat, my father was for a short time in the diplomatic service. I have known children who spoke Chinese at an early age, you know, because they were in China or Farsi, if they were in Persia. But if you don't practice, if it isn't continued, it's lost.

I don't know how we could possibly expect early language study to substitute for living in the country. The reason that they do absorb the language is that they are young and their ears are very, very alert, and the rhythm of the languages, is adopted quite easily. But they don't hold onto it. The reason that they pick it up is that they are saturated, they are in that atmosphere, they are in the country, as a rule. Or they may have a very strict family structure and a governess or tutor or nurse who speaks German or French or Persian, and insists that they speak that language with little occasion to talk anything else. You can do it that way, too. But it requires a constant, continual refreshment, and you are not going to get it, it seems to me, with spot grants in two primary grades. I think we'd be wasting money. And particularly if we do it before we get the study, we won't know what we're doing.

Today we lunched with a lady who is a deputy member of the National Assembly of Gabon, where they speak 20 local languages and French, which is the language of the Assembly. Her daughter is longing to learn English and wants to come to this country, and we're going to get to work on a convent in this country that will perhaps be able to take in the daughter. But they are learning languages, too. Everybody's got to. Transportation and communications of the world don't allow anything else. It's absolutely essential.

The Japanese businessmen arrive here, every one of them speaking English, and our poor people go and have to have an interpreter. It's not good enough. We're not living in the same world. We had big oceans and they meant so much in the way of separation. But it isn't the same any more.

Thank you, Mr. Chairman.

Mr. SIMON. Thank you very, very much. Obviously I agree with your ultimate conclusion. This bill was modified, as you know, after discussion with you. The reason for including the university and the elementary and excluding high schools and asking for a study there, was the theory that maybe precisely this would happen, precisely as you suggested. If we required it at the college level, it would move to the high school. But it is less clear that would happen at the elementary level, and we do have what we know are some excellent immersion programs at the elementary school level. We are going to be having the superintendent from the Cincinnati Public Schools testifying here yet today, I have visited their program, as well as one in Takoma Park, Md., where it is exciting to see second graders who are——

Ms. FENWICK. Ripping it off.

Mr. SIMON. Getting their fractions in French, when they didn't know French when they entered first grade.

Ms. FENWICK. It's wonderful, yes.

Mr. SIMON. And somehow to encourage that seems to me to be desirable. We don't need a study to determine that that ought to be done more.

Ms. FENWICK. I'm sure you're right, Mr. Chairman, and I tell you, I think that no matter what happens, they'll probably forget even their numbers in French, if they don't get any more before they get to college. But the very fact they have been exposed to something so different is broadening. I'm wishing very much we could get the study before we start the programs. What can we really accomplish? Should we adopt the trickle-down theory of pressure from above, and keep to international studies in the sense of the culture? I wonder. Because the language component is bound to be difficult and expensive, and far more difficult to achieve with high quality teaching than study of the culture. I know professors who could tell you wonderful things to inspire you about Greek civilization. They don't speak a single word of anything but English. You could get high quality teaching in the culture of foreign countries, much more easily than you can in languages, if you're going to have good language teachers.

I can see what you mean. There is a value in early studies, even if it doesn't work for the language component. So I'm not closed minded against it. It's just that when our budgets are so short and our deficit is so huge, I tremble before starting another program without direction. Thank you.

Mr. SIMON. Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Chairman, and thank you very much for being with us today, Millicent, and for sharing this testimony with us.

I'd like to share something with you and others here, that during the course of my first term here in Congress, I had a chance to be on a trip overseas, and at one of our embassies over there, I met an individual with the Foreign Service. I think he'd been in that country for 3 or 4 years, and I asked him about speaking the language, and he said, "I really haven't had to learn this, because everybody I deal with speaks English." I thought that was an awful indictment of our attitude and our system, that he wasn't interest-

ed enough to learn to speak to people in the shops and in the streets.

Ms. FENWICK. Absolutely. There was an Englishman in the Mato Grosso section of Brazil, running a great mining plant back in the back country. He'd been there 35 years, and every single one of the operatives had learned pidgin English.

Mr. SIMON. That's great.

If my colleague would yield, I was talking with one of our other colleagues, and I wish I could remember who it was, and he said—we were at this meeting, I think it was at the NATO assembly meeting, and there was Arlen Erdahl, and all of a sudden he and this Norwegian Member of Parliament were speaking Norwegian to each other.

Ms. FENWICK. Can you speak Norwegian?

Mr. ERDAHL. I learned the Norwegian dialect as a child, and I studied it. Actually, this happened in Iceland. Because while I can't speak Icelandic, I can speak a Norwegian dialect which they understood very easily. I was shocked to have this person tell me he had been there 3 or 4 years, and it was not necessary to learn the language because everybody he dealt with spoke English. And I'm afraid that may be the attitude of too many people in our Foreign Service.

Ms. FENWICK. It's true. Do you know when the situation worsened. I was told, in Iran, they brought the first and only Farsi-speaking diplomat from Africa, so that he could get together a little more easily with some of the Iranians and maybe understand what was going on.

Mr. SIMON. Three of our fifty-two hostages speak Farsi fluently, and that says something.

Mr. Stack?

Mr. STACK. Well, I think we are all pretty much in agreement that our distinguished witness has imparted some of the problems that we do have to consider, and they are very difficult problems to address, obviously.

The one rather obvious thing, I think, is that in connection with, let's say, people who reside on the continent, if they learn a language, they do have the ability to use it, because of the proximity of access to people who speak the language in question, which we do not have.

In the course of my lifetime, I've studied Latin, French, German, and Spanish, and at this point I know very little of any of them, for the obvious reason, as you point out, I haven't used them.

Ms. FENWICK. That's right.

Mr. STACK. So the question comes down to several components. First, we have to get on to the question of psychology and methods of teaching foreign languages. This is very important. There have to be better ways of approaching them in this country, where we have such rudimentary teaching of foreign languages to begin with. But beyond that, once having acquired the facility, how do we keep that going?

The question of grants and the carrot, as Mr. Simon referred to in the bill, whether that's adequate, inadequate or desirable, whether or not there are other better ways to stimulate the motivation of people to learn languages. These are things we have to reflect on.

I would go along with your limited carrot, if you're satisfied that's the way we need to approach it. We certainly need to emphasize what the bill is supposed to do, and I am in agreement, and certainly I thank our distinguished witness for bringing her very enlightened viewpoints to this. Thank you.

Ms. FENWICK. Thank you.

Mr. SIMON. Thank you very, very much. It's always great to be with you.

Ms. FENWICK. It's good to be with all of you.

[The prepared statement of Millicent Fenwick follows:]

PREPARED STATEMENT OF HON. MILLICENT FENWICK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. Chairman, I thank you for the opportunity to testify before your Subcommittee on a subject with which we share a deep mutual concern—the severe lack of study in this country, both in international education and foreign language study. The two year study which we conducted as members of the President's Commission on Foreign Language and International Studies pointed to this shortage, stressing the danger it poses to our national security, the disadvantage it creates for American business in world trade, and the dangerously low level of understanding by the American public of international cultural and political affairs.

H. Con. Res. 301 is a start in the right direction. It expresses the sense of Congress that we must begin to reverse this downward trend through education. I am pleased to be a cosponsor of this resolution, and am especially encouraged by the recommendation of foreign language and international study requirements.

The question now arises—what is the best means to solve this serious problem? More directly, to what extent should the Federal government be involved? How can we insure quality education without heavy government expenditures?

I think it is clear that to encourage more study in these areas, some kind of financial incentives will be necessary. I must confess, however, that I have reservations about portions of H.R. 7580. I believe that the most effective way to begin to solve this problem is with direct aid to colleges and universities, and I hope the bill in its final form will have something to say about standards. We must, I believe, insist on qualified teachers and professors. I wish very much that the grants to higher education would go only to those colleges and universities which have entrance or graduation requirements. I strongly feel that one or both of these will be necessary to insure a stronger program nationwide.

It is my hope that the requirements of post-secondary education will stimulate a sound and active program at the secondary and elementary levels. In fact, every high school superintendent and every primary school principal I have consulted with, has told me that college requirements are essential, and perhaps, all that is necessary. It is prudent, I believe, to take a careful look into the structure and methods of teaching both foreign languages and international studies. For this reason, I support the proposal in H.R. 7580 for a survey of the effectiveness of different approaches, and the study should include elementary grades. It does not seem wise to start giving grants for grades one through twelve until the results of the study give us some direction as to how we should best proceed.

It is very important that the findings of the Commission not go unnoticed. The serious deficiencies which we found must be corrected. I am concerned, however, that any action by Congress be done in a prudent manner that assures some kind of control over quality and does not involve us in heavy Federal expenditures before we know what we should really be doing. It would be encouraging, for example, to see active participation from the private sector, and certainly this should be explored in the study.

Many thanks, again, Mr. Chairman, for giving me this opportunity to testify. If you have any questions, I would of course be happy to answer them.

Mr. SIMON. Leon Panetta, one of the cosponsors of this legislation, one of the members of the President's Commission also, and one who has provided real leadership in this area. It's a pleasure to have you here.

[The prepared testimony of Leon Panetta follows:]

PREPARED TESTIMONY OF HON. LEON E. PANETTA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman: Let met first commend the Subcommittee on Select Education for holding these hearings on the issues of foreign language and international studies. The specific legislation under consideration (H.CON.RES. 301 and H.R. 7580) were conceived and introduced as a result of the work of the President's Commission on Foreign Language and International Studies. I was privileged to serve on that commission with my distinguished colleague, who chairs this Subcommittee, along with my good friend Millicent Fenwick. I am also privileged to have been involved in the development of the legislation we're considering, and have been pleased to cosponsor the measures in this Congress.

As a member of the President's Commission on Foreign Language and International Studies, I became more aware and alarmed about the nation's shortcomings in the areas of foreign language and international studies. The commission articulated its concerns in a report to the President issued last November. Since then, I've been working closely with you, Mr. Chairman, with Representatives Fenwick, Wirth, Oberstar, Bonker, Roybal, Buchanan, and numerous others, to continue the work of the commission here in Congress. In forming an international education group of 36 House members, we have laid the foundation of member support for legislative improvements in these fields. The group has sponsored a number of informative sessions on specific issues such as the International Baccalaureate Program and the Foreign Service Institute's language competency testing and its five-point proficiency scale. Many of the group's members have cosponsored the legislation before us today, in addition to supporting floor amendments and another bill, H.R. 6905, which I introduced to provide assistance to college-level students of foreign languages.

It would be useful, Mr. Chairman, to consider separately the two measures before us today. House Concurrent Resolution 301 should be handled quickly, since it simply states the sense of the Congress that "there is a need to strengthen course offerings and requirements in foreign language studies and international studies in the Nation's schools, colleges, and universities." I wholeheartedly support swift adoption of this resolution, but I would suggest one amendment. What I have in mind is including a provision that would urge school authorities and college and university administrators to consider relating foreign language requirements to proficiency levels achieve rather than to hours or years spent studying a language, using the Foreign Service Institute's five-point competency scale and its testing procedures as a model. I am indebted to James Frith, who recently retired from his position as Dean of the School of Language Studies at the Foreign Service Institute, and to Richard Brod of the Modern Language Association, for urging the use of proficiency standards in our legislation. I personally believe that this idea warrants very serious attention by the teaching profession and school administrators.

House Concurrent Resolution 301 should be passed without delay. It represents our best hope in the 96th Congress to echo the findings of the President's Commission and to continue the momentum we've established with the formation of the international education group, the coalition-building efforts among language and area studies associations, and the introduction of legislation in these fields. To end this Congress without at least a show of support for the principles laid out in the resolution would be a demoralizing blow to those who are anxious to see progress.

As to the other bill before us, H.R. 7580, I am proud to have cosponsored the bill and support its enactment, recognizing that certain changes are needed it will win support in Congress. This hearing offers us a valuable opportunity to receive comments and suggestions from people in the profession regarding the bill's provisions. I await with interest the views of other witnesses on the bill.

My own view in that one general issue should be given serious attention. That issue boils down to this: Should we include a provision for ensuring the achievement of certain levels of language proficiency. The point here goes back to my comments on H. Con. Res. 301. Wouldn't it make sense to establish the achievement of actual proficiency as a condition for reciving federal assistance? The Subcommittee should consider targeting the per capita funding, not on how many bodies are enrolled in foreign language courses, but whether the institution requires a certain level of proficiency for entrance or graduation. The Subcommittee ought to consider the feasibility of providing per capita grants to elementary and secondary schools requiring a specified proficiency level in one foreign language for graduation. The FSI rating of S-2/R-2 (Speaking Ability, Reading Ability) on its five-point scale might be a useful goal at this level. Similarly, colleges and universities which require a foreign language rating of S-2/R-2 for entrance and an S-3/R-3 rating for graduation would receive per capita assistance.

Another approach might be to provide per capita assistance to educational institutions which do not require foreign language study but whose language programs specifically include proficiency levels achieved as a condition for receiving the assistance. The first proposal above has the advantage of not missing large segments of the student body, while the latter avoids the pitfall of having the federal government involved directly at trying to influence requirements and curricula at educational institutions.

Another suggestion I have is to include a provision in the bill requiring the establishment of a State Advisory Council on Foreign Language and International Studies for those state educational agencies receiving funds under the provisions of the bill. The President's Commission urged creation of such councils, and I believe this legislation offers an excellent vehicle for doing so. The Elementary and Secondary Education Act contains a similar provision providing for state advisory councils on adult education. The councils I recommend here would number approximately ten individuals appointed by the governor of ea. h state.

In conclusion, let me reiterate my support for swift passage of H. Con. Res. 301 and speedy consideration of revisions in H.R. 7580. At the very least, this Congress should pass the resolution to demonstrate its concern and its support for moving forward in this area. Let me also repeat my commendation of the Chairman of the Subcommittee for his fine leadership in the area of foreign language and international studies. It's been a pleasure for me to be allied with you and Representative Fenwick on this issue.

## STATEMENT OF HON. LEON E. PANETTA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. PANETTA. Thank you, and thank you, members of the subcommittee, for giving me the opportunity. I would ask unanimous consent that the testimony be included at this point in the record.

Mr. SIMON. Your testimony will be included in the record.

Mr. PANETTA. I'll summarize the comments.

First of all, I would like to commend the chairman and also the members of the subcommittee for holding these hearings on the issue of foreign language and international studies.

As Paul has pointed out, I was a member of the President's Commission. I have been extremely concerned about how we can emphasize foreign language and international studies. Because we have seen, and the Commission saw, over a period of time, a gradual deterioration in these fields, when other countries were emphasizing the need for language training.

As a result of the work of the President's Commission, there have been some encouraging developments. The President's Commission was important in focusing attention or trying to focus attention of the American public on the problem.

That was really, I think, one of Paul's reasons for working to get the Commission established. It was certainly one of my reasons for participating—I felt this was a vehicle to try to get some public attention on the problem.

As a result of that, we have been able to put together a coalition of 36 Members of the House who have worked together as a group on foreign language issues, and the result has been several elements of success.

First, I had amendments adopted by the House to both the State Department authorization bill, as well as to the International Development Cooperation Act, to require studies of what our language capabilities were, within the administration, in both the State Department, as well as other agencies. And also Paul has been able to have legislation adopted to establish foreign languages as a priority of the Department of Education.

Just the other day we had an amendment Paul authored to establish at least two U.S. embassies abroad in which everyone within those embassies would have a language capacity. That legislation was adopted by the House.

I had an amendment adopted by the House on June 3 with regard to the Peace Corps, to make use of Peace Corps returnees, so that they, too, could participate in trying to advance language training and international education.

So there have been, over the period of the last 12 to 15 months, some real elements of success, and I appreciate the cooperation of the Members of the Congress in trying to stimulate attention to this area. This legislation really follows through on that basic foundation that's been established.

As a cosponsor of both of these measures, I think they are extremely important in trying to bring home to the American education community and America generally that some steps need to be taken. Otherwise, we are going to fall behind.

I guess a common reaction to language training is that it is associated with a good liberal education, that a little Latin or a little French or a little Spanish kind of rounds you out.

But the fact is that language training is absolutely essential to this country, particularly in the area of foreign trade. The economy of the United States is greatly dependent on our capacity in foreign languages.

Most other countries use their own people in other countries who speak the language. In contrast, our corporations tend to use foreign nationals, because we don't have people who can speak the language. We have seen that time and time again.

With regard to foreign policy, it is tremendously important. We have had situation after situation, incident after incident, where the United States, in terms of its personnel abroad, winds up with nobody in the embassy who can even speak the language.

The greatest example of that, I think, was Afghanistan, when the American ambassador was kidnaped there. There was nobody in the American embassy who could speak the language, and we had to rely on Russians to negotiate for the release of the Ambassador, and that didn't work out very well.

There are other incidents we can point to in which that failing has really impacted on our foreign policy. So from the point of view of the economy, from the point of view of trade, from the point of view of foreign policy, from the point of view of just this country better understanding what the world is about, I think it is very important to stress foreign language training.

I would draw your attention, first of all, to the resolution, House Concurrent Resolution 301, which simply states that there is a need to strengthen course offerings in foreign languages, et cetera. I think that's probably the first thing I would urge you to focus on, because I think if we can get that kind of resolution adopted, and swiftly, it will be a statement by the Members of the Congress that it is important to focus on this area.

In the time frame remaining in this session, it is going to be very difficult, I understand, to do anything that dramatically will increase spending or get the attention of Congress on substantive legislation.

But I think House Concurrent Resolution 301 should be moved quickly, and there is no reason why we ought not to get the Congress on record with regard to that resolution.

I would only indicate, as an additional provision, that we ought to look at proficiency levels, and not just simply at the issue of language training in general terms.

My concern is that we might get a lot of people interested in foreign language training, and they won't pay much attention to proficiency levels. Proficiency levels are important, and we ought to try, as part of the incentive here, to stress proficiency requirements. That's something that Jim Frith, dean of the School of Language Studies at the Foreign Service Institute, has stressed. Also Richard Brod of the Modern Language Association. They have also stressed the need to emphasize proficiency standards in connection with foreign language training.

I would also indicate with regard to H.R. 7580, which I've also cosponsored, we might also consider a provision for insuring the achievement of certain levels of language proficiency.

There is a method of measuring proficiency which has been established in the Foreign Service area, and there is a rating system established. I think it's a good system and it's one the subcommittee may wish to emphasize in this legislation.

Again I want to reiterate my support for the swift passage of House Concurrent Resolution 301. I'd like you to consider H.R. 7580, because it is important in terms of doing the job in education.

It's unfortunate, but sometimes educators don't respond unless there is something out there for them to grab at. That happens to be one of the realities we deal with.

On the other hand, I think they ought to recognize some self-responsibility to get out there and advance the cause for foreign language training, because it's important to this country.

So, with that, I am pleased to be associated with you, Paul, and Millicent, in trying to advance this effort, and I urge the subcommittee to take some leadership on this issue, and hopefully get the Congress to act on one of these pieces this session.

Mr. SIMON. Thank you very much for your testimony.

Let me add for the record here, also, our appreciation to Senator Paul Tsongas, who has also shown a real interest in this whole area.

One of the things I have noted about you is you sometimes understate things. In describing the situation in Afghanistan, you said—I wrote down the words—"That did not work out very well."

The Ambassador was shot and killed, unfortunately, tragically. It did not work out very well, indeed.

I appreciate your suggestions on the proficiency here, and maybe you could have Matthew Cossolotto of your staff work with the subcommittee staff in putting together some new language in this area. I think it is a very solid suggestion.

Mr. PANETTA. We'd be happy to, because it's been my experience in terms of language training, there is kind of a standard approach that's used, you know. You get in certain exams and tests, but you never really look at how well that individual has picked up the language.

In my district, I've got two institutions that deal with language training. One is the Defense Language Institute, which is responsible for training the military in foreign languages that are used in their duty assignments, and they stress proficiency, because it's extremely important that that person not only get a touch of the language, but understands really what is being said, and second I also have the Monterey Institute of International Studies, an institute that is engaged specifically in language training, and they also stress proficiency.

For that reason, I think it makes a lot of sense to not just dabble in foreign languages, but to insure that students are really learning.

Mr. SIMON. Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Chairman, and thank you, Leon, for being with us today and presenting your testimony.

Toward the end, when you were talking about the responsibility that professional educators and teachers have, how can we see that they do more in this area? It seems to me that that is a fundamental issue, as most of us stress, the need for local control in education. What can we as a Congress perhaps do to encourage local levels of education to teach foreign languages and encourage colleges to prepare more teachers. If you care to comment in that general area.

Mr. PANETTA. One of the things I have suggested, it was one of the Commission's proposals, and I did mention it in my testimony, is the establishment of State advisory councils on foreign language and international studies. The Commission urged the creation of these councils, and I frankly think that if we can at the State level get those kinds of advisory councils going, they would be an impetus, because I recognize, as you do, the importance of State and local input in the education area. I think it's extremely important to have that kind of local control.

I think one of the ways to stress it is to involve people at the local level and insure the common concerns. We are interested in getting local educators concerned about what's happening nationally. It has to happen on two levels. One level is obviously the level of public attention being focused on the problem, and the public themselves, parents, being concerned that their children are not getting that kind of education.

The only way that happens is if the public is made aware of how important this is, that it's not just a fringe topic. A few years ago when we were concerned about the problems of outer space exploration and the Soviet Union getting ahead of us, there was a tremendous emphasis that took place in terms of engineering courses, mathematics courses.

I can remember in my first class at Santa Clara that almost two-thirds of the class were applying for engineering majors. Most of them flunked, I might say, but they went in to seek that, because they knew that was an area of opportunity, and it was also an area of national concern.

I think we have got to get the same message across to the American people today, that foreign languages is not just a fringe subject. It's something that's very important to the future of this country. If we get that message across, parents will be asking for it.

The second thing is to try to provide incentives, a push I think that's incorporated in the legislation here. Right now if you listen to educators, particularly in my State—and I guess it's true in your States—if there is anything they're screaming about, it's the lack of funds in education. They are reaching for anything they can to try to find some help.

This obviously would be a direct way of providing the kind of resources needed to do the job.

Mr. ERDAHL. It seems to me there are a lot of opportunities and there probably are going to be more for people who have proficiency in languages; not only with the Foreign Service, but with international companies and corporations. I think we have recognized the need and that the demand is there. We should think about ways to get that known, that there are opportunities for people who are skilled in languages in a lot of areas around the world. If I were a young person, I'd find that possibility exciting.

Mr. SIMON. If I could just add one comment here. One of our problems is that we have not had a multidisciplinary approach to language training. We have had people getting a Ph. D. in French for example, and not anything else, and then they have a hard time getting a job. You know, I can't walk into a place and say, I want a job, I speak English.

Mr. ERDAHL. You could in Moscow, maybe. [Laughter.]

Mr. SIMON. But if you can speak French and you are an accountant, or you speak German and you are an engineer, you will be much more attractive to an employer. That's the kind of approach we need.

Mr. ERDAHL. Very good point.

Mr. SIMON. Mr. Stack?

Mr. STACK. I would like to thank our colleague for his contribution.

One carrot, I think, is the fact that one job in seven allegedly now is in the field of foreign trade. I think that's a pretty big carrot, if you get that point across, in line with what you're talking about. If young people know there are jobs in these fields, if they have the skills——

Mr. PANETTA. It was really fascinating, when we were with the Commission, to listen to corporate heads talking about the importance of this, and what they tended to do, as I have said, was just rely on hiring people in those countries to do the job, as opposed to finding people here who could speak the language. And I think that's unfortunate.

Thank you.

Mr. SIMON. Thank you very much.

Next we have a panel, Nancy Levy, professor at Wellesley College; James Jacobs, superintendent of the Cincinnati Public Schools; and Julia Laroche, supervising director of foreign languages in the District of Columbia Public Schools.

I understand Mr. Jacobs has a plane to catch, so we will ask you—and my apologies to the other two members of the panel—we will ask Mr. Jacobs to testify first, and then hear from the other two members.

And if I can simply interject, Mr. Jacobs, I had the privilege of visiting the three schools in Cincinnati that are language-emphasis

schools. It was an exciting thing to walk into a fourth grade class—you will forgive me for this—in a somewhat rundown area of Cincinnati, in an old school building, and see these youngsters, literally half black, half white—getting their fourth grade biology lesson in German. Obviously that's the kind of thing we need much more of in this country.

Mr. Jacobs?

[The prepared testimony of James Jacobs follows:]

PREPARED TESTIMONY OF JAMES N. JACOBS, SUPERINTENDENT, CINCINNATI PUBLIC SCHOOLS

The Foreign Language Assistance Act (H.R. 7580), is a first, large, and significant step toward remedying the needs in this nation for a population capable of communicating freely and openly with its neighbors throughout the world, whether in the realm of politics, business or friendship.

As the President's Commission on Foreign Languages and International Studies noted, Americans have neglected the study of foreign languages for far too long. The disadvantage to our citizens is great. In diplomacy, our lack of knowledge of the languages and cultures of friend and foe alike has had serious consequences. For example, it has been reported that our Iranian embassy had one and only one person fluent in Farsi at the time of the embassy takeover. In the business world, American companies doing business abroad are often at a disadvantage. Unable to communicate in the language of their clients, often only dimly aware of acceptable modes of behavior and of doing business, they lose valuable opportunities to other more enlightened nations. As technology brings about increased opportunities for direct, frequent, and instantaneous communications around the world, our ability to have an open exchange of ideas must improve commensurately. And, although English has been and will continue to be an internationally accepted mode of communication in diplomacy, technology, and commerce, it is not spoken or understood by the large majority of the world's population. For most of the world's population, English is a foreign language.

We welcome the Foreign Language Assistance Act. It is a beginning in the long road to rectify the language deficiencies of the American population. It is a role appropriate to the federal government: the problems caused by the monolingualism and provincialism of many Americans are serious enough to warrant federal incentives to overcome them.

The purposes of the legislation are to be commended. The goal of increasing foreign language enrollments in our nation's schools is one which we have worked to implement at the local level for many years. In that regard, we, like the sponsors of this legislation, believe innovative approaches to instruction in foreign languages are essential if we are to achieve the goals of a nation conversant with its neighbors. Further, since language is a thread that weaves and binds members of a cultural group, if is imperative that language study include study of the culture of a people. For, it is impossible to truly communicate until both parties understand, value, and respect the attitudes, values and beliefs so intimately tied to the way one thinks, acts, and speaks.

The Cincinnati Public Schools initiated a magnet foreign language program at the elementary school level in 1974. In beginning our program at the primary grades, we recognized several advantages. First, it is simply good common sense that the longer students spend mastering a skill, the better they get at it. Students who begin foreign language in kindergarten have the 12 years of their academic career to become fluent in the language and knowledgeable of the culture of another people. Those who begin in grade seven have only five years. Those who begin in grade nine, even fewer still. Further, using the typical secondary school fifty minute period, five periods weekly as an example, the average high school student has available a total of 166 hours a year to learn a foreign language. Multiplied by a three year course of study, a high school student beginning language study in grade nine, has only 498 hours of exposure.

These statistics may not seem significant until put into perspective.

"The language achievement of the six-year-old without schooling in comparison with students in school is striking. By the age of six, a child has listened to his or her native language for 17,520 hours, which is a conservative estimate based on eight hours a day for 365 days for six years. During those six years, let us estimate that the child has produced vocalizations only one hour per day, which amounts to 2,190 hours. In comparison, the student in the classroom in one year has listened to

a foreign language for 320 hours and has produced vocalizations for 27 hours, assuming the student talks 10 minutes per class meeting.

"The figures are not impressive until they are converted into a different frame of reference. For instance, if we expect the student in the classroom to have the fluency of a six-year-old child, the student should listen to the foreign language for 55 years of college instruction and the student should have the opportunity to vocalize in the foreign language for 81 years of college instruction.[1]

If the foreign language program begins in elementary school, students may build upon their language skill at the secondary and post-secondary levels. Students interested in commerce, diplomacy or some other field in which foreign language is an ancillary skill may branch out in later grades, acquiring the specific language skills which will facilitate and enhance their performance in the world of work. Lastly, the enthusiasm and aptitude which young children demonstrate for language learning makes the elementary age an ideal time to begin.

In Cincinnati, we have developed a unique form of bilingual education. Cincinnati's bilingual programs are unique because all our students are already fluent in English, and want to learn French, German or Spanish. Our program is a bilingual program specifically because two languages serve as the medium of instruction. It is a foreign language program in that few, if any, of the students come from families where a language other than English is spoken.

Let me describe our program: (although we offer our bilingual programs in French, German and Spanish, for the sake of convenience I will use Spanish as an example).

We begin with an all day kindergarten program. Half of the day is taught entirely in English, and half of the day is taught entirely in Spanish. During the first half of the day English reading readiness and math readiness experiences are stressed. The second half of the day, in which Spanish is used, the kindergarten readiness concepts that were introduced in the morning are reinforced and enriched. For example, if the children work with the concept of "red" in the morning, they work with the Spanish word for "red" in the afternoon, using different, but reinforcing, activities. If they work with the number three in the morning, then the teacher reinforces the concept of three in the afternoon in Spanish. The afternoon is also the time for directed art and music activities, such as stories told in Spanish, and games and dances typical of Spanish-speaking children.

First grade students, while learning the basic content areas of the first grade curriculum in their first language, (English), receive over an hour a day of Spanish as a second language (a little over 20 percent of the school day). During the Spanish as a second language period, basic content area instruction is reinforced. For example, in the social studies, children study families around the world. Our Spanish students focus on a Spanish-speaking family. When we teach numbers in Spanish, we reinforce basic mathematical operations already presented in English through practice in Spanish.

In the second grade, the same focus is continued. When it is felt that the children are comfortable with the basic English reading skills that have been introduced in first and second grade, reading and writing skills in Spanish are introduced. In addition, math and social studies and the other content areas are reinforced in Spanish. Art projects which reflect Hispanic culture are done throughout the year. If basic music concepts, such as rhythm skills, are to be taught, Spanish rhythm records and instruments are used to reinforce these concepts. For physical education, the Spanish teacher often takes the children outdoors to teach a playground game that Spanish-speaking children play.

Beginning in the third grade, and on through the grades, students receive content area instruction bilingually. From this point on, as the children grow, we reinforce the concept of bilingual education, using bilingual classroom teachers to teach the content areas bilingually. All new concepts are introduced in the child's strong language which, of course, is English, and then reinforced, enriched, and practiced in Spanish. Approximately 25 percent of the third grade school day is taught in Spanish. This increases to about 40 percent by grade six. This includes 70 minutes of Spanish as a second language divided into three areas—oral language development, Spanish reading and language arts, and content area instruction. Specific units to teach the content areas in Spanish have been developed. These focus on the vocabulary necessary to discuss math concepts, social studies, affective education, and science. In addition, since our classroom teachers are bilingual, they are able to use Spanish throughout the school day. This helps to reinforce the notion that Spanish isn't simply another subject during the school day, but is truly a tool for

[1] Asher, James J., "Learning Another Language Through Actions: the Complete Teacher's Guidebook." California: Sky Oaks Publications, 1977.

communication. For example, during the morning, as the children enter the classroom, such communication as "Good morning," "Hang up your coats," "Who's buying lunch?" "Please sit down, Johnny!," takes place in the second language. Throughout the school day, teachers reinforce the language skills of the students by communicating with their children as much as possible in Spanish. Visitors to our classrooms will notice that the schedule for the day, helpers chart, etc. are on the board in Spanish, as are many of the bulletin boards.

After the sixth grade, the elementary bilingual program articulates with a bilingual program for the middle school years. This is a separate school where our French, German, and Spanish students come together to continue their study of the second language, as well as content area studies in the second language.

On high school level, an International Studies Academy, now in the planning stage, will be established. An important component of this program will be the implementation of a second language program with application to areas in which languages are vital. The International Studies Academy will have a curriculum oriented to the languages and cultures of the world. For example: economics classes will explore the interdependence of worldwide economies; literature classes will not only read the folklore of other lands, but many works will be read in the original. Art, music and physical education will include a focus of the contributions of other peoples to these fields. History students may be asked to describe past events from the perspectives of other nations.

We already offer the International Baccalaureate Degree Program, a very rigorous academic program, based in Geneva, which leads to an internationally recognized high school diploma. (See appendix A.) In the same school we maintain a bilingual center for high school students who are of limited English proficiency. Housing all the secondary programs in one building centralizes our resources and creates an international environment.

In addition to the program described in grades K-12, we have just initiated a new foreign language program this fall. Students entering grade 6 may elect to enter Language Plus, housed at the same site as our Bilingual Middle School. Language Plus students have Spanish daily. In addition, a career education component in their course of studies heightens their awareness of the world of work. Students will have ample opportunities to learn of the many careers in which foreign language is a primary or ancillary skill. Guest speakers from the community will be invited to explain how knowledge of a second language is vital to their job performance. We expect the Language Plus students to continue their studies on the secondary level at the International Studies Academy.

Our elementary school language program has attained some noteworthy accomplishments. Year after year, achievement data that measures growth in (English) academic skills has shown that our foreign language students are performing beyond expectation. (See appendix B.) Students entering this program represent a cross-section of our district's pupil population—racially, economically and academically. Nonetheless, these students, as a group, are achieving higher scores on standardized tests of reading and math than pupils in our district as a whole. More impressive, these foreign language students outperform even the national pupil population on these same tests—quite an enviable record for any large urban school district. And, even more enviable when you stop to realize that these scores were achieved despite the fact that over an hour (and sometimes more) of the school day is spent in foreign language study. These results echo those research studies which have consistently shown that studying a foreign language in elementary school has no detrimental effects on achievement. Further, it supports those which have shown that, indeed, knowledge of a second language can improve first language skills.

We also believe that our community—our clients—supports and desires opportunities for foreign language study. A recent study conducted by the University of Michigan found that almost 75 percent of respondents thought foreign language should be taught in the elementary school. These attitudes are borne out by enrollment growth in our program over the last 6 years. Cincinnati began its elementary school program in 1974 with approximately 200 students. This year, 1980, that figure is over 2000, and we are opening school with a waiting list for some of our classes. (See appendix C.) There is no doubt in our minds that such a growth spurt reflects the support of our community for elementary school foreign language study.

Cincinnati's program is one of several different models of elementary school language study. Many of these programs have been in response to the alternative, or magnet school movement. Language magnets offer students an opportunity to learn a second language in addition to the regular school curriculum. Such magnet programs vary with regard to the program model and the level of second language proficiency to be attained. They may range from an enrichment program of 15–20 minutes three times a week to the kind of total immersion programs that Canada

has pioneered. The public schools of St. Louis, Pittsburgh and Chicago all offer foreign language magnets and each year brings new ones.

Another model of a language magnet is Chicago's LaSalle Language Academy. LaSalle is a magnet school designed to attract pupils kindergarten through eighth grade to a racially balanced language learning center that is part of Chicago's Access to Excellence program. In 1978, its first year of operation, LaSalle had 449 pupils enrolled, backed by a waiting list of about 600. The school offers Spanish, French, German, Italian, and English as a second language to a somewhat academically diverse pupil population. Time spent in second language study ranges from 25 minutes daily for primary pupils to 45 minutes for grades 6–8.

Under the Chicago Access to Excellence plan the elementary school language program will articulate with a high school language center. Although LaSalle currently is the only elementary magnet school that offers languages, the Access to Excellence master plan calls for a total of four such schools to be in operation in the next few years.

Foreign language magnets serve many masters. First, they begin to fill a desperate need for increased foreign language study, especially in the early grades. Second, they provide parents (and students) with educational choices about the kinds of curriculum to be studied and third, (and not least important) are a proven, effective means of promoting racial integration.

Cincinnati's magnet foreign language programs have contributed significantly to reducing racial isolation in our schools.

For example, one of our foreign language magnets went from 91 percent Black to 78 percent Black within the space of 5 years. Another school increased its Black Population from 2 to 35 percent in the same period. (See appendix D.) Cincinnati's magnet model has clearly been effective in attracting and retaining minority and low-income students to foreign language study—much in contrast to the situation currently extant nationwide.

ISSUES AND CONCLUSIONS

The background on Cincinnati's role as a leading innovator in elementary school foreign language programs is intended to place our evaluation of the proposed legislation within the context of our experience. Our many years in the business give us some insights into the implications of the bill's provisions.

One primary concern is the level of funding proposed for elementary schools foreign language programs.

Let me first address the issue of incentive funding. Both the President's Commission report and the legislation before you place primary financial emphasis on past secondary programs. While the capitation formula is $20 for elementary schools, it is $30 to $60 at the post secondary level. We believe this is a misplaced priority.

Quite simply, elementary school foreign language programs cost more. The financial burden of initiating or maintaining an elementary school foreign language program far exceeds that at the college level for the following reasons.

"(A) Most universities already have a foreign language program established. Incentive funds would help them expand and strengthen their programs. In contrast, there is a dearth of programs at the elementary school level. Since initiating programs is always more costly than maintaining them, it seems obvious that incentive funds (i.e. seed monies) are more needed by elementary schools than by post-secondary institutions.

"(B) Universities and colleges justify faculty salaries through student enrollment and tuition payments. A given number of student enrollments generates sufficient F.T.E.'s (full-time enrollments) to justify a faculty member's employment. Therefore, as foreign language enrollment in post-secondary institutions increases, the system has a built-in mechanism for bearing at least some of the additional costs.

"In contrast, elementary schools are organized on a different basis. Each teacher is responsible for teaching all the required subjects to her 30 students. Most elementary school teachers are not fluent in, nor certificated to teach a foreign language. Therefore, school districts with elementary school foreign language programs must hire a foreign language teacher—an additional teacher over and above their regular teacher allocation—in order to implement a program. The greatest single cost in elementary school foreign language programs is, therefore, personnel.

"(C) Post-secondary foreign languages have many decades of curriculum and materials development behind them. Elementary school intensive language programs have just one. Consequently, there is a far greater need for new curricula in the lower grades. Few, if any, quality materials are available for teaching foreign languages to elementary school children. School districts are therefore forced to bear the costs of curriculum and new materials development at a time when most urban districts are in dire financial straits. More significantly, even when commer-

cially produced texts exist, many school districts must provide texts for students from their own funds, while college students are expected to pay for their own texts.

"(D) The very nature of young children and their learning styles requires an approach which makes considerable use of audio-visual materials. Again, school districts initiating foreign language programs in their elementary schools will have to invest in additional equipment and supplies to implement their programs.

Given the preceding description of the comparative costs of elementary school and pot-secondary foreign language programs, it should be patently obvious that the recommended level of incentive funding—$20 per pupil—is insufficient to even partially defray the costs of such a program. Our own estimate is that start-up costs are approximately $320 per pupil and program maintenance costs are about $300 per pupil (See appendix E.) (N.B. These figures do not include the transportation costs associated with magnet programs.) Clearly then, the $20 per pupil is inadequate as an incentive to begin an elementary school foreign language program (especially in light of the fact that the funding period is only for two years).

The monies targeted for elementary schools might be more wisely invested in model or demonstration site projects in selected school districts across the nation. Such projects would serve as "lighthouses" for the nation—both attracting from afar those interested in developing new programs and lighting their way. These demonstration sites should represent a variety of innovative approaches to elementary school language study, lest we fall into the trap of promoting a single model as the one, right and true path to success. Those of us who have developed programs have, over the years, willingly shared our experiences (successes and errors!) with others. As elementary school language programs proliferate, it is imperative that our energy, as a profession, not be spent re-inventing the wheel. There are far more necessary and productive tasks that await us. The establishment of lighthouse centers to serve as dissemination centers, model sites and as research and development centers for new instructional strategies and materials is an essential ingredient to the successful expansion of foreign language study in the elementary grades.

Along these lines, it is similarly desirable to allow those already in the field an opportunity to share ideas and experiences under the leadership of either the federal government or the appropriate professional organizations, funds must be made available for invitational conferences. At such conferences leaders in this innovative field of intensive foreign langauge instruction for children could share insights based upon their success and failures, demonstrate new techniques, display new materials and report on their recent research results. If our own situation in Cincinnati is comparable to that of other public school districts, there simply are not the funds to either sponsor such a conference nor to fund someone from our staff to attend one. Federal financial assistance is sorely needed.

We have already stated our belief that foreign language study is most effective when begun at an early age and continued through an organized, articulated and sequenced program of studies through college. However, should this bill be enacted as written, the lion's share of funds would be allotted to colleges and universities.

Let us use the University of Cincinnati, our local state supported university, as an example. Under this bill, as it reads now, U.C. would receive $20,850 just on the basis of its 1979 Spanish enrollment alone (of course these figures would be even higher if other commonly taught language enrollments were added). It would be entitled to these funds because in 1979 there were 664 pupils enrolled in Spanish Levels I and II, an estimated 50 pupils enrolled in Spanish beyond the second level. If the enrollment figures in Russian are added, the University of Cincinnati would receive an additional $6,300 based on an enrollment of 140 pupils. (These figures allow for the exclusion of 5 percent of the language enrollment.)

Under Section 5a, any institution of higher education requiring at least two years credit of high school for language credit for admission, would receive $30 for each student enrolled at the institution. If the University of Cincinnati initiated such admission requirements, it would receive $1,172,130 over and above the figures already cited. In total, the University of Cincinnati alone, would be eligible to receive $1,199,280. When all the universities nationwide are added together, there won't be much left for anyone else!

While on the topic of incentives for post-secondary institutions, there are other areas of concern we wish to address.

Section 5a, as we noted, rewards colleges and universities for including two years of foreign language study in their admissions standards. Theoretically, a university could have such a requirement but offer a very limited foreign language course of study. It could, indeed, have 10,000 students total enrollment, all of whom had to have completed two years of high school foreign language (and therefore receive $300,000), and actually have only 100 students taking a foreign language at the college level (and still get at least another $3,000 as a reward!) While this would

certainly be a flagrant disrespect for the spirit of this legislation, it is a possible scenario given the letter of the law.

A great discrepancy exists between the positive effects of this legislation on post-secondary institutions and the burdens it places on secondary schools. While there are powerful incentives for colleges and universities to strengthen foreign language entrance requirements, neither incentives or assistance are provided to high schools which must prepare students for college entry. Further, students who enroll in high school vocational programs would probably find the college door shut. It is imperative that improving the foreign language entrance requirements at the university level not result in an elitist system wherein only a small proportion of high school graduates will be able to enter universities without being required to do remedial work.

Returning once again to the concept of innovative elementary schools, it stands to reason that improved programs in grades K-6 will have implications for the instructional program in grades 7-12. It will be the kiss of death to elementary school programs if students who complete the K-6 sequence are placed in a traditional beginning foreign language class at grade 7. New or revised curriculum for grades 7-12 will be needed to articulate with the elementary school program.

In the same vein, post-secondary institutions area school districts must improve their programs of preservice and inservice training. In the past, the success of foreign language programs has been hindered by inadequately prepared teachers—teachers whose goal it was to make their pupils fluent, but who could not speak the language well themselves; teachers who knew a great deal about the subjunctive and disjunctive pronouns, but who knew little about the lives and customs of the people who speak that language. Fortunately, that situation is changing, but if this bill creates the dramatic increase in foreign language enrollment that it is intended to do, there will certainly be a serious shortage of qualified personnel. Indeed, in Cincinnati, our most serious implementation problem has been a difficulty in finding teachers who can do the job. Since an intensive elementary school foreign language program usually teaches required subjects in both English and the foreign language, it is necessary for us to find teachers who held regular elementary certificiation and can teach equally well in English and another language. Quite frankly, there aren't too many people like that around. And yet, if we are serious about providing the best educational program possible, it is going to have to be our business to make sure that the supply of qualified teachers is adequate to the demand.

## CONCLUSIONS AND RECOMMENDATIONS

We strongly support the concept and purposes of the Foreign Language Assistance Act. We believe that federal support is essential to increase enrollments in and to enhance the quality of foreign language programs in the United States. Our recommendations, however, are that priority funding be given to public schools, elementary and secondary, as detailed below.

*Recommendation 1*

Increase allocation for elementary school programs for beginning foreign language programs in the elementary school. We believe we have presented a sound rationale in the text of these written comments. It seems clear that the start-up costs are sufficiently high to discourage local districts from initiating programs unless additional funds are available from outside sources.

We further recommend that urban districts; be given priority funding. Urban districts need to have their public image polished. It is simply not enough for them to be as good as suburban and rural districts: they must be better. Big city school systems are fighting for their lives. Innovative foreign language programs (K-12) carry with them a prestige and aura sorely needed by city school districts. Equally important, minority and low-income students will have increased opportunities to participate in foreign language study if such programs are placed where the students are, i.e., in urban districts.

*Recommendation 2*

It has long been clear that foreign language teaching in this country is not in the forefront of innovative research and development in education. It is time that changed. New approaches, strategies, curricula and materials are desperately needed in grades K-12. Traditional secondary programs need to be revamped. New programs must be developed to articulate with the growing number of programs for elementary aged youngsters. Such programs should capitalize on the valuable skills and attitudes developed in the early grades.

*Recommendation 3*

If colleges and universities are to be encouraged to make their entrance requirements more stringent by requiring two years of high school foreign language, it stands to reason that secondary schools will need assistance in preparing students to meet those requirements. The alternative is to run the risk that urban districts, already strapped for funds, will be unable to allow students to meet the new requirements, effectively shutting out large numbers of urban youth—many of them minority and economically disadvantaged—from a college education.

*Recommendation 4*

Additional legislation to address the area of International and Global Studies is most desirable. Language study and International Studies go hand in hand, and both are intimately tied to our nation's interests abroad.

*Recommendation 5*

The Secretary of Education should encourage other educational funding programs to add foreign language as a priority. State flow-through funding programs should similarly place an emphasis on funding foreign language programs. In our own state, Ohio, we have been particularly pleased by the support shown our language programs. This is evidenced by the monies we have received through Ohio's ESEA IV C Teacher Grant Program and from Voluntary Desegregation Program funds.

*Recommendation 6*

Emergency School Assistance Act funds have been used by many districts to assist school desegregation using a magnet school approach. The Secretary of Education should encourage districts using federal desegregation funds to establish magnet foreign language programs. Such a requirement would have two highly positive outcomes: enrollment in foreign language study would increase dramatically, as would the percentage of minority students involved in such study.

# International Baccalaureate of North America

**restores the challenge to secondary education**

The International Baccalaureate is a system of courses and examinations based on the belief that secondary education should develop the powers of the mind through which man interprets, modifies, and enjoys his environment.

What is taught:

* Skills for critical thinking and problem solving – skills in communication, in mathematics, in science, in ones's native language, in a foreign language, and in the humanities –

How the program is taught:

* Experienced teachers who believe in an inter-disciplinary approach to course planning and teaching –

* Enthusiastic teachers who believe in the student as an active participant in the educational process –

* Committed teachers who continue to learn and develop their skills, who seek supervision and critical responses from fellow educators all over the world –

* Intense teachers who participate in educational forums and inservice available through IBNA –

How the program and the students are evaluated:

* The International Baccalaureate Office in Geneva, Switzerland, is responsible for program review and modification, the adoption of special programs at individual schools –

* The IBO is responsible for preparing and grading all external examinations - awarding of diplomas and certificates –

Advantages of Choosing IBNA –

**provides a global point of view**

Successful pursuit of the International Baccalaureate of North America Program leads to:

critical thinking –

clear communication –

preparation in the sciences and the humanities as a basis for creative problem solving –

entrance at the sophomore level at more than 150 prestigious colleges and universities in the U.S. and Canada –

learning to make a life and a living.

World Leadership Begins in the Classroom –

World leadership must begin in the classroom with an emphasis on the global point of view to solve human problems.

* The global point of view is apparent in the interaction of students from foreign countries who share their experiences with their American classmates.

* The global point of view dominates the cooperative relationship Withrow IBNA students and teachers have with International Baccalaureate schools all over the world.

## the program at Withrow

I. Requirements:

A. Language (the native language of the student, including the study of some world literature)

B. Language B (a foreign language)
   1. French
   2. Spanish

C. Study of Man in either history, geography, economics, philosophy, psychology

D. Experimental Sciences (one of the following options)
   1. Biology
   2. Chemistry

E. Mathematics

F. One of the following possible electives:
   1. Art and Design
   2. Music
   3. A second foreign language
   4. A second "Study of Man"
   5. A second science
   6. Further mathematics
   7. Additional course approved by the International Baccalaureate Office

II. Additional Requirements:

A. Independent project in one of the subjects - 5,000 word extended essay

B. The Theory of Knowledge Course is a 100 hour course spread over 2 years. The course includes the following:
   1. the nature of scientific proof - 3 units
   2. the nature of values - 2 units
   3. the social sciences - 3 units
   4. the essence of Truth - 1 unit

C. A creative, aesthetic or social service project actively pursued at least one afternoon each week.

FOR FURTHER INFORMATION, PLEASE CONTACT:

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Withrow High School
2488 Madison Road
Cincinnati, Ohio 45208

PHONE: 871-1825 – EX. 28

200 43

World leadership
begins in the
classroom.
Secondary Education
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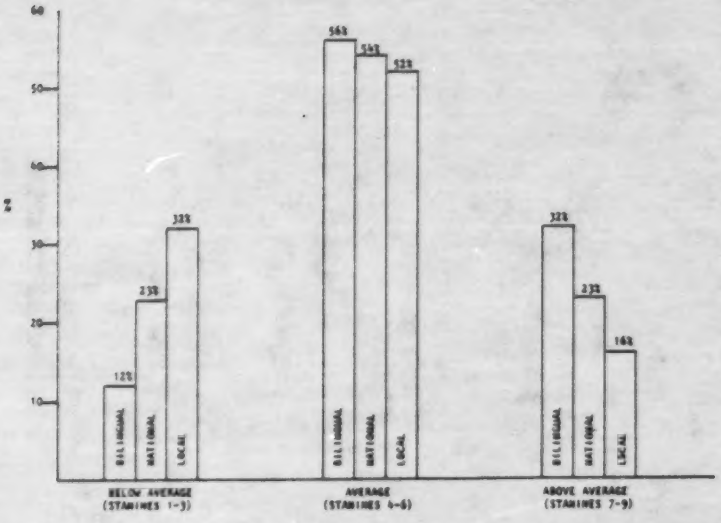
**International Baccalaureate North America**

**Cincinnati Public Schools**

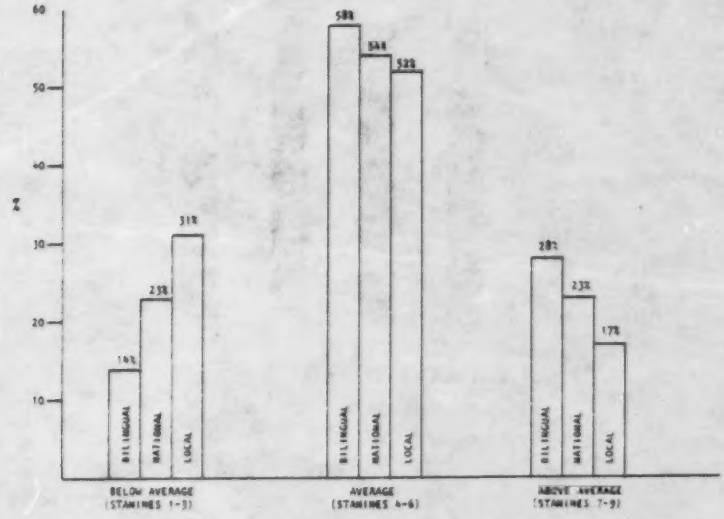
**Alternative Program**
**Withrow High School**

Appendix B

COMPARISON OF READING ACHIEVEMENT SCORES OF STUDENTS IN BILINGUAL PROGRAMS WITH NATIONAL AND LOCAL NORMS 1979

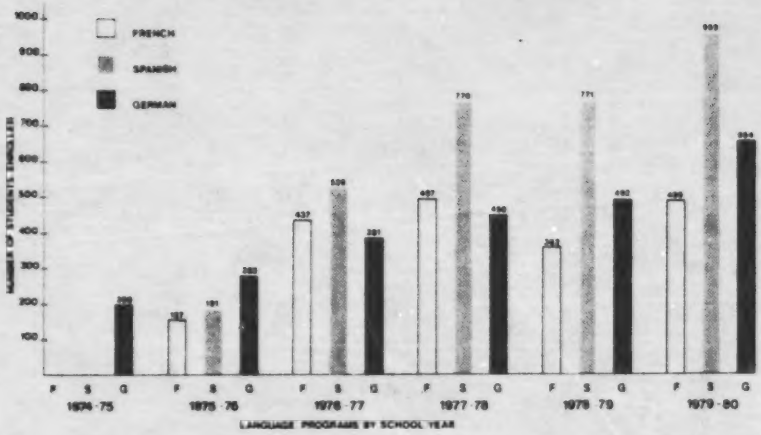


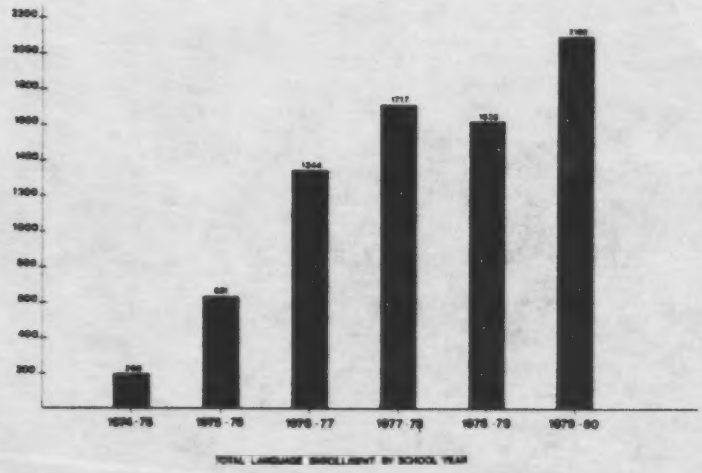

COMPARISON OF MATHEMATICS ACHIEVEMENT SCORES OF STUDENTS IN BILINGUAL PROGRAMS WITH NATIONAL AND LOCAL NORMS 1979



Appendix C.

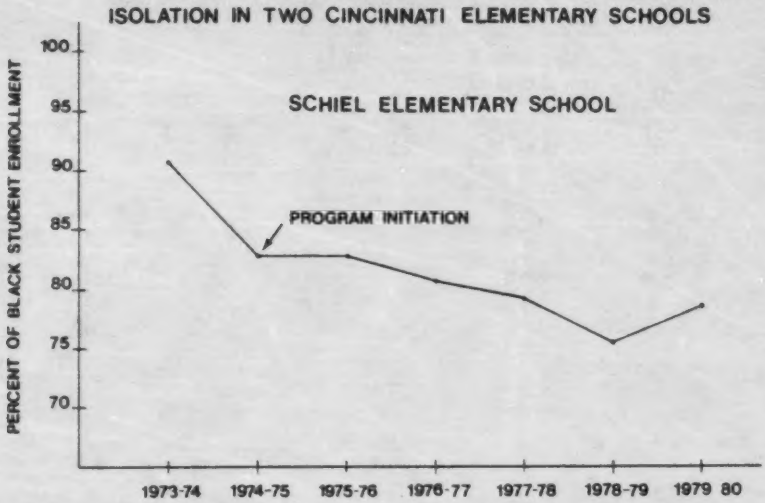
GROWTH IN STUDENT ENROLLMENT IN CINCINNATI PUBLIC SCHOOLS' ELEMENTARY SCHOOL FOREIGN LANGUAGE PROGRAMS, 1974-80

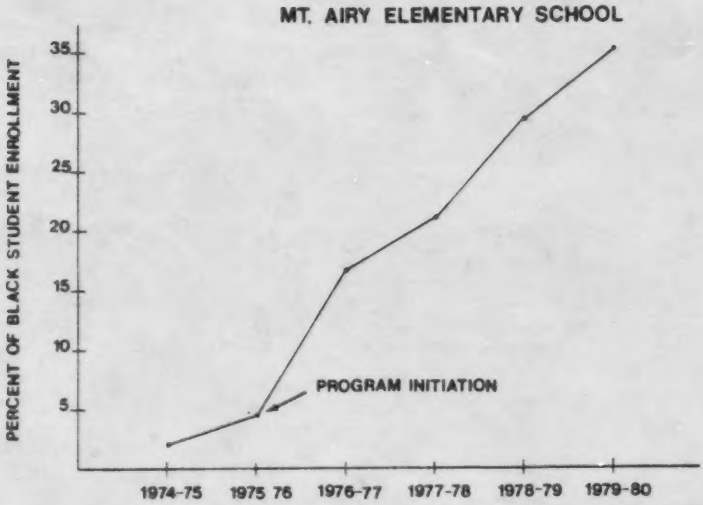


Appendix D.

EFFECT OF FOREIGN LANGUAGE PROGRAM IN REDUCING RACIAL ISOLATION IN TWO CINCINNATI ELEMENTARY SCHOOLS



Appendix E.

Start-Up Cost Analysis: Elementary School Foreign Language Program*
(approximate 1981 costs)

| | |
|---|---|
| Personnel: | |
| Teacher $ 18,000. plus fringes | $ 21,600. |
| Secretary (.5 time) | 4,750. |
| Instructional Materials[1] | 2,000. |
| Equipment[2] | 500. |
| Inservice Training | |
| 25 hours per teacher @ $10./hour | 250. |
| Curriculum Development | |
| 300 hours @ $ 10./hour | 3,000. |
| | $ 32,100. |
| Estimated COST per student | $ 321. |

Maintenance Cost Analysis: Elementary School Foreign Language Program*

| | |
|---|---|
| Personnel: | |
| Teacher $ 18,000. plus fringes | $ 21,600. |
| Secretary (.5 time) | 4,750. |
| Instructional Materials[1] | 1,000. |
| Inservice Training | |
| 15 hours @ $ 10./hour (per teacher) | 150. |
| Curriculum Development | |
| 300 hours @ $10./hour | 3,000. |
| | $ 30,500. |
| ESTIMATED COST per student | $ 305. |

* per 100 students

[1] These costs are modest projections. Until program sequence is complete (i.e. those entering at first grade and exiting at sixth grade), new materials and curriculum appropriate to each new level of the program must be added each year.

[2] Assumes basic A-V equipment, such as cassette player, phonograph, etc. Does not include high ticket items such as language lab, TV, etc.

## STATEMENTS OF JAMES N. JACOBS, SUPERINTENDENT, CINCINNATI PUBLIC SCHOOLS; NANCY LEVY, PROFESSOR, WELLESLEY COLLEGE; AND JULIA B. LAROCHE, SUPERVISING DIRECTOR, FOREIGN LANGUAGE, ACCOMPANIED BY DELORES STEVENS, DIRECTOR, INSTRUCTIONAL PROGRAMS, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

### STATEMENT OF JAMES N. JACOBS, SUPERINTENDENT, CINCINNATI PUBLIC SCHOOLS

Mr. JACOBS. Thank you, Mr. Simon, members of the subcommittee. We welcome the Foreign Language Assistance Act and commend the authors and the supporters of the legislation for their efforts.

The goal of increasing foreign language enrollments in our Nation's schools is one which the Cincinnati public schools has worked to implement at the local level for several years.

In that regard we, like the sponsors of this legislation, believe that innovative approaches to instruction in foreign languages are essential, if we are to achieve the goal of a nation conversant with its neighbors.

Further, since language is a thread which weaves and binds members of a cultural group, it is imperative that the language study includes study of the culture of the people.

The Cincinnati schools initiated a Magnet foreign language program at the elementary level in 1974. In beginning our program at the primary grades, we recognized several advantages:

First: It is simply commonsense that the longer students spend mastering a skill, the better they become. Students who begin foreign language in kindergarten have the 12 years of their academic career to become fluent in that language and knowledgeable of the culture of another people.

Those who begin in grade seven have only 5 years, and those who begin in grade 9 obviously have fewer.

Second: If the foreign language program begins in the elementary school, students may build upon their language skill at the secondary and postsecondary levels. Students interested in commerce, diplomacy, or some other field in which foreign language is an ancillary skill, may branch out in later grades, requiring the specific language skills which will facilitate and enhance their performance in the world of work.

Last: The enthusiasm and attitude with which young children attack language makes learning at the elementary age an ideal time to begin. In Cincinnati we have developed a unique form of bilingual education. Cincinnati's bilingual programs are unique because all our students are already fluent in English, and want to learn French, German, or Spanish.

We begin language instruction in kindergarten, I might point out all-day kindergarten, by the third grade, and on through the grades students receive content area instruction bilingually. From then on we employ bilingual classroom teachers to teach the content areas bilingually. All new concepts are introduced in the child's strong language which, of course, is English, and then reinforced and preached and practiced in the second language.

In addition, since our classroom teachers are bilingual, they are able to use the second language throughout the schoolday. This helps to reinforce the notion that the foreign language isn't simply another subject during the school day, but it's truly a tool of our communication.

The elementary bilingual program articulates with a bilingual program for the middle school years, that is, grades 6, 7, and 8, and here I would point out a special feature of this middle school, which we call Language Plus, which is an emphasis on the careers that students may pursue upon completion of foreign language studies. A high school level and international studies academy, which is now in the planning stages will be established. An important component of this program will be the implementation of the second language program, with application to areas in which we already offer the international baccalaureate degree program.

The IB program, incidentally, is a rigorous academic program based in Geneva, which leads to an internationally recognized high school diploma.

Let me state a few of the concerns we have. Our primary concern is the level of funding proposed for elementary school foreign language programs. Let me address the issue of incentive funding.

Both the President's Commission report and the legislation before you place primary financial emphasis on postsecondary programs. While the capitation formula is $20 per elementary schools, it is $30 to $60 at the postsecondary level. We believe this is a misplaced priority.

Quite simply, elementary school foreign language programs cost more. The financial burden of initiating and maintaining an elementary school foreign language program far exceeds that at the college level.

In contrast to colleges, elementary schools are organized on a different basis. Each teacher is responsible for teaching all the required subjects to her 30 students. Most elementary school teachers are not fluent in nor certificated to teach a foreign language.

Therefore, school districts with elementary school foreign language programs must hire a foreign language teacher, an additional teacher, over and above their regular teacher allocation, in order to implement such a program. The greatest single cost in elementary school foreign language programs is, therefore, personnel.

Postsecondary foreign languages have many decades of curriculum and materials development behind them. Elementary school intensive language programs have merely one decade. School districts are, therefore, forced to bear the cost of curriculum and new materials development at a time when most urban districts are in dire financial straits.

More significantly, even when commercially produced texts exist, many school districts must provide texts for students from their own funds, while college students are expected to pay for their own texts.

Clearly, the $20 per pupil is inadequate as an incentive to begin an elementary school foreign language program, especially in light of the fact the funding period is for only 2 years.

Our own estimate as startup costs are approximately $320 per pupil, and program maintenance costs remain high because of the

personnel and the graduated nature of the program. We estimate those at $300 per pupil.

The moneys targeted for elementary schools might more wisely be invested in a model or demonstration site projects in selected school districts across the Nation. Such projects would serve as lighthouses for the Nation, both attracting from afar those interested in developing new programs and lighting their way.

We further recommend that urban districts be given priority funding. Large city school districts are fighting for their lives. It is simply not enough for them to be as good as suburban or rural districts. We must be better.

Innovative foreign language programs, K-12, carry with them a prestige and aura sorely needed by larger school districts.

Equally important, minority and low income students will have increased opportunities to participate in foreign language study, if such programs are placed where the students are; that is, in large cities.

The second concern is the great discrepancy which exists between the positive effects of this legislation and the postsecondary institutions, and the burdens it places on secondary schools. While there are powerful incentives for colleges and universities to strengthen foreign language entrance requirements, neither incentives nor assistance are provided to high schools, which must prepare students for college entry.

It is imperative that in improving the foreign language entrance requirements at the university level not result in an elitist system, where only a small proportion of high school graduates will be able to enter universities without being required to do remedial work.

The alternative is to run the risk that urban districts, already strapped for funds, will be unable to assist students to meet the new requirements, effectively shutting out large numbers of urban youth, many of them minority and economically disadvantaged, from a college education.

Returning once again to the concept of innovative elementary schools, it stands to reason that improved programs in grades K-6 will have implications for the instructional programs in grades 7-12. It will be the kiss of death to elementary school programs if students who complete the K-6 sequence are placed in a traditional beginning foreign language class in grade 7. New or revised curriculum for grades 7-12 will be needed to articulate the elementary school program.

Another of our concerns is that the lion's share of the funds would go to colleges and universities. As an example, an analysis of the University of Cincinnati's foreign language enrollment for 1975 indicated the university would receive approximately $75,000, based on section 4 of the legislation.

The University of Cincinnati is not atypical in its language program, and such grant awards would not have to be repeated many times to completely consume the resources available.

One solution to the problem is to apportion the funds in such a way as to insure adequate funding of the elementary program priority.

A few other concerns:

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Additional legislation to address the area of international and global studies is most desirable. Language study and international studies go hand in hand, and both are intimately tied to our Nation's interests abroad.

The Secretary of Education should encourage other educational funding programs to add foreign language as a priority. State flow-through funding programs should similarly place an emphasis on funding foreign language programs.

In our own State, Ohio, we have been particularly pleased by the support shown our language programs. This is evidenced by the moneys we received through Ohio's ESEA 4(c)(3) funds, and through the voluntary desegregation program funds.

That ends my testimony, and I would like to say that I am very privileged to be here, and thank you for the opportunity.

Mr. SIMON. We thank you. And if the other two witnesses again will forgive us, we will toss just a few questions in your direction.

I think the one point you make about dividing the appropriations into section 8 is something that ought to be considered. In determining what should be paid per student, it becomes very difficult. You have already heard one witness testify against paying anything.

Frankly, as a compromise, this bill was introduced, leaving the high school out, grades 7–12, and putting it at the elementary level.

You mentioned a cost of $320 per pupil. I talked to an Immersion School administrator outside of Cincinnati, who told me that the costs were simply some additional costs for textbooks, which tend to be more expensive and the additional administrative costs of finding the right teacher or teachers. Then they must also go through the process of having parents volunteer. But he did not come up with a cost anywhere near that high.

Is that figure you have, $320 per pupil for the language immersion, a pretty solid figure?

Mr. JACOBS. I don't know how generalizable that cost is. These were estimated by our supervisory staff for the Cincinnati program. Certainly as the movement to train more teachers in foreign language gets churned up, and as more and more people are competent in doing that, then the need to employ an extra foreign language specialist in a school diminishes.

In other words, if each of the teachers in a school can do the job, and teach the other subjects at the same time, the costs obviously are reduced. But I don't think we are anywhere near that point, certainly now, and probably will not be in the near future.

Mr. SIMON. If you had no program at all and a bill like this passed, what level of funding—per student—would be enough of a carrot to tempt you to move in what we consider the right direction.

Mr. JACOBS. If you're speaking to me as a large city superintendent, Mr. Simon, very frankly, the carrot would have to be very, very large, if I had no program now. And the reason is very simple: Our budgets are so tight that we cannot afford to add anything extra, especially when we have a segment of our population—and I think this is true nationally—who still do not believe that foreign language in elementary schools is the right way to expend public

money. This is that cultural drag that I think good testimony has been given on here today.

Some people believe what you ought to be teaching those youngsters is English, never mind French, or Spanish, or what-have-you. So the public sentiment is not terribly strong in support of foreign language in elementary schools.

That factor, plus the very, very tight budgets, would lead me to believe the carrot would have to be very close to full funding before we would take a new program such as this on.

Mr. SIMON. Now in Takoma Park, Md.—in fact, there is not an increment of teachers, I don't believe. It may be that the classes are somewhat smaller, but what they do is they get teachers who are genuinely bilingual in French and English. They have one teacher for the second grade, or maybe it's two teachers for two rooms of second grade, or whatever it is, I'm not sure. But there apparently you are not talking about an increment in numbers of teachers.

Mr. JACOBS. Well, that is an entirely different situation, where you are blessed in an area of the country where there are sufficient numbers of bilingual teachers, and that is a rarity, I might say. But where you are so blessed the costs obviously are very seriously reduced.

Mr. SIMON. Our difficulty, frankly, is the more we raise that number, the more difficult it is going to be to pass the legislation. So we want to find that happy compromise that makes the legislation passable and still is of significant help to school districts like yours.

Mr. JACOBS. I understand.

Mr. SIMON. Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Chairman. Thank you, Mr. Jacobs, for your testimony and the specificity of it. In the example you bring out, the question as a followup to Mr. Simon's would be how did this program get going in Cincinnati, anyway?

Mr. JACOBS. Cincinnati launched a program of establishing educational alternatives back in about 1970. We did so for two basic purposes: One was to give honest options to an urban population of parents and students. We didn't feel running a monolithic system of education was really the way to go, especially in an urban area where the needs are so diverse.

Second, we did so in order to racially balance our schools on a voluntary basis through this alternative schools approach.

Those are the two basic thrusts for the establishment of alternatives. We have 19 of them, our bilingual programs being 3 of the 19, and they have done extremely well.

Mr. SIMON. If my colleague would yield—and correct me if I'm wrong, you were under court order to integrate?

Mr. JACOBS. No; we were not.

Mr. SIMON. Oh, I misunderstood that. I understood you were under court order.

Mr. JACOBS. No; we are presently in litigation, but we are not under court order.

Mr. SIMON. But you have a school population that is roughly half black, half white; is that correct?

Mr. JACOBS. Correct.

Mr. SIMON. The interesting thing in these schools—these magnet schools—is that these schools were those people formerly were fleeing from. Now you have a list of people who want to get into those schools; is that correct?

Mr. JACOBS. That's correct.

Mr. SIMON. Excuse me. Thank you for yielding.

Mr. ERDAHL. So at that point, maybe the financial situation in education was different, but you really had no incentive, financial incentive to go on? You had maybe an incentive to try to integrate the schools?

Mr. JACOBS. That is correct. That is a powerful incentive.

Mr. ERDAHL. But you say now the situation is changed in your school, and I suppose in every school in the country, and if there weren't some financial incentive or help from Congress, you just couldn't do it? Is that what I heard you tell Mr. Simon a few minutes ago?

Mr. JACOBS. Mr. Simon asked the question, if we had no such program at this point, what would I do, and I gave the answer that we probably wouldn't do anything unless it was full funding, but of course that's not the position we're in. We've had foreign language alternatives now for several years, and we have no intention of giving them up. Legislation would help us. It would produce something in the neighborhood of $40,000, which would help us a great deal. But from the viewpoint of a school district, just starting, having no past experience with this, and if this is a typical school system in this country that is fighting for every dollar it can get, this incentive is not that great, in my opinion.

Mr. ERDAHL. How do you get qualified bilingual teachers?

Mr. JACOBS. It was very, very difficult to do that in Cincinnati. Most of our—well, in the large urban area you are bound to find some people who are born outside of our country, and we got special certification for those people to teach. In one case last year, we reached down in Argentina. We were lucky enough to get four elementary teachers from Argentina to teach in our program.

That was a real treat, and they're doing an excellent job for us. We get them from anywhere and everywhere.

Mr. ERDAHL. Thank you very much for being with us today. No further questions, Mr. Chairman.

Mr. SIMON. Thank you very much, Mr. Jacobs.

Now I would like to ask Nancy Levy, the professor at Wellesley College, to testify, and if I may just add one word here, Wellesley College is just getting a brand new director of the Wellesley College Press, Jeanette Hopkins. Jeanette Hopkins happens to be very interested in this whole area of foreign languages. So you have an ally who is going to be on your campus shortly.

[The prepared statement of Nancy Levy follows:]

PREPARED STATEMENT OF NANCY RUTH LEVY, PROFESSOR, WELLESLEY COLLEGE

There is no doubt that among the politically and economically potent countries of the world, the United States is the most restricted regarding the ability to communicate in a language other than its native tongue. I have found in my travels that most Americans feel that English is the most widely spoken language; and that therefore, there is no reason to learn any other. This assumption is quite incorrect; for, according to statistics Chinese is spoken by more people, English is second followed by Hindi and Spanish.

This, however, is of secondary importance when one considers the more serious repercussions of North Americans' inability to communicate in a foreign language. In order to achieve intercultural awareness, be it for commercial, political, artistic or educational purposes, I believe that it is necessary to speak the language of the target culture. I also believe that in order to speak a foreign language well, one must be aware of the cultural traditions of the target population.

To cite an example of the importance of understanding another culture, I would like to quote from "The Losers" by Richard J. Margolis. In this book Mr. Margolis emphasizes the importance of recognizing the cultural differences between Puerto Rican-American and North American school children, and the harmful effects that ignorance of these differences can have on the children. "A Puerto Rican junior high school student was accused by his teacher of lying because he averted his eyes when she was speaking to him. This, however, is a sign of respect on the island".

A tragic example of this lack of communication took place last month in Boston, when a Puerto Rican man who could not speak English was stopped by a policeman for making an illegal left-hand turn. The man was frantically searching for his son who had not returned home the night before. The policeman, upon hearing the man desperately try to explain the situation in Spanish, thought that he was resisting arrest. A fight ensued, which resulted in the death of the Puerto Rican man.

There are countless examples of the necessity of understanding the Hispanic culture within the Spanish language itself. Many Spanish expressions refer to death, religion and bullfighting, although their connotative meanings are totally different.

To my chagrin, I have noted that in my six years of teaching on the university level at Wellesley College and Boston College, students enrolled in our foreign language programs entering directly from public high schools are, for the most part, painfully ignorant of the culture of the people whose language they are learning. Some students in my language classes have inadvertently made racial slurs or generalizations regarding Hispanics, either out of habit, repetition or ignorance. This gap seems to have widened over the years as students come to us less prepared to relate effectively to the target culture.

Another serious problem I have witnessed deals with the issue of inadequate preparation in terms of basic language skills, specifically verbal communication. Students entering college level foreign language classes who have had up to six years of public school language training very often are totally unprepared to speak the language. Although they may perform well on paper, their verbal communication is glaringly inadequate. The major complaint among students is that their teachers rarely spoke the language in the classroom, and that they were never encouraged to speak it. As a result of this poor foundation and lack of enthusiasm on the part of the students, enrollment in foreign language classes between 1974 and 1977 had dropped considerably.

In response to this, we of the Wellesley College Spanish Department initiated a campaign to attract more students to the department and to maintain enrollment because we feel that Spanish is a critical language in our national bilingual context.

In 1978, with the support of the Spanish Department at Wellesley College, I created a course entitled "A Spanish Practicum," designed to give students the opportunity of combining their academic study of Spanish with real-life bilingual situations, while learning about the culture and traditions of Puerto Rican-Americans (see attached article).

In the same year I designed a Career Day at Wellesley, at which time I invite professionals in the fields of law, communications, politics, medicine, education, social work and business, and who use their Spanish skills in their work, to speak to the students on the importance of having a language skill in order to secure a better job (see attached information).

My colleague, Joy Renjilian-Burgy and I have incorporated into all curricula the use of videotape in the Spanish language classroom to promote language acquisition, to enhance the teaching of literature, art, history and politics, and most importantly, to foster an appreciation of the vitality and versatility of the cultural contributions of the Hispanic population, to eliminate minority group isolation and to eradicate ethnic stereotyping of minority groups.

Students have responded very well to all of these innovations. Our enrollment has increased by 53 percent over the past two years.

Ms. Renjilian-Burgy and I give national workshops to train teachers to implement techniques which will respond to our nation's need for quality language proficiency. Many public school systems, community colleges and universities across the nation have requested that we train their faculty in the utilization of these methods and the implementation of these courses. Unfortunately, because of mutual lack of funds we have been unable to respond to many of these invitations.

It is a tragedy that because of restricted monies we are unable to share this important and effective methodology with our colleagues in other parts of the country. It is projected that Hispanics will be the largest minority group in the United States in this decade, therefore underscoring the necessity of acting now in order to meet the obvious and increasing linguistic demands.

I salute Congressman Paul Simon for his incisive comprehension of the foreign language needs of our country, and I enthusiastically support the passing of his proposed bill to provide per capita grants to reimburse elementary schools and institutions of higher education for part of the costs of providing foreign language instruction.

# A SPANISH PRACTICUM: TAKING THE LANGUAGE OUTSIDE THE CLASSROOM

*Nancy Ruth Levy**

A MAJOR problem in college-level foreign language curricula is the failure to use the target language as a communicative skill rather than as a textbook exercise. Many teachers have found ingenious methods of stimulating real-life situations in an effort to give the use of the target language verisimilitude, but as close to reality as these techniques may come, they are nevertheless simulations, as the students well know. In response to this problem I created a course entitled "A Spanish Practicum," which is designed to give students the opportunity to combine their academic study of Spanish with real-life bilingual situations.

To increase their fluency through personal and continued contact with the target language, students are placed with various Hispanic organizations in the Boston area. They get a firsthand view and an eventual understanding of the Hispanic communities in their city while they discover the importance of combining their chosen field with fluency in Spanish. The placements I offer are diverse enough so that most students can find positions appropriate to their major, past experience, general knowledge, and interests. A sampling of these placements is:

Psychology: Casa Myrna Home for Battered Women

Medicine: Children's Hospital; Boston City Hospital

Education: Bilingual-education departments of Cambridge, Boston, and Framingham public schools

Social work: Mission Hill Community Youth Groups

Communications: WGBH-TV, *La Plaza*; *La Semana* (newspaper)

Government and urban planning: Inquilinos Boricuas en Acción; SEPAC (housing agency)

The students work as volunteers a minimum of six hours per week. Since no pay is involved, most agencies seem eager to participate in the program and provide an orientation and close supervision for the students. To complement the students' internship experiences, the following curriculum has been arranged for a series of seminars:

1. Introductory lecture
2. Films, videotapes, music sessions
3. Guest lecturers
4. Diary of internship experiences written in Spanish
5. Term paper written in Spanish
6. Evaluation of student by agency supervisor
7. Required reading: Piri Thomas, *Down These Mean Streets*; selections from Oscar Lewis, *La Vida*; selected poetry of Julia de Burgos; María Theresa Babín, selections from *The Puerto Rican Spirit*.

The seminars meet once a week for an hour to an hour and a half. They are conducted in Spanish and touch on a wide variety of topics relating to the Hispanic community in Boston. Since most Hispanic people in Boston are Puerto Rican, I chose to focus the curriculum on Puerto Rico—its history, politics, literature, and music—and on the problems facing Puerto Ricans living on the mainland.

The first seminar, an introductory lecture on Puerto Rico, covers the development of the island from its former position as a Spanish colony to its present status as "Free Associated State." This lecture frequently evolves into meaningful discussions among the students, who by this time have become well acquainted with "barrios" through their internship experience.

During the next two class meetings I show two films; a radical, political, pro-*independista* film entitled *Puerto Rico—paraíso invadido* and its antithesis, a rightist film entitled *Puerto Rico—Past, Present, Promise*.

Two more weeks are reserved for music appreciation. I introduce the students to the music of Danny Rivera through a videotape of one of his performances, and we discover the roots of *salsa* and Puerto Rican protest music.

An additional week is set aside for the poetry of Julia de Burgos. I show the students a videotape of her life set against a backdrop of her poetry, and we discuss the status of the Puerto Rican woman as expressed in contemporary literature.

The next four classes are conducted by guest lecturers from the agencies participating in the practicum. In exchange for the students' volunteer work, each agency is asked to send a representative to one seminar to speak in Spanish on the function of the

* *The author is a member of the Department of Spanish at Wellesley College.*

agency, the needs of the Hispanic communities, and the adequacy of legislation in Massachusetts to meet these needs.

During the remaining classes we read and discuss the texts listed above, read the students' diaries, and exchange ideas and experiences.

Research papers are due at the last class meeting. The students choose topics subject to my approval, dealing with a sociopolitical, linguistic, literary, or historical aspect of Puerto Rico. The topic may also be related to a project the student has done at the agency. Examples of subjects are:

1. *El Puertorriqueño completo en Nueva York*
2. *Una entrevista con tres amigas hispánicas*
3. *Inquilinos Boricuas en Acción—más que el alojamiento*
4. *Imperialismo norteamericano en la America Latina*
5. *La poesía y la música de protesta en Puerto Rico*

A multipurpose course of this sort will lend itself to whatever objectives the individual instructor considers important. I initiated the course with the goal of improving language skills, keeping in mind that understanding the culture and customs of a people is an integral part of learning the language. It has become apparent to me that a student may show excellent skills in the classroom but be totally unprepared for the way the language is spoken in common day-to-day use. Placed in a controlled bilingual work setting, however, the student becomes familiar with various speech patterns, accents, and colloquialisms that cannot be learned in the classroom. By translating a theoretical knowledge of Spanish into practical communication, the student will be much better prepared to speak the language with the various Hispanic peoples in the United States.

I devised the following method of testing the changes in the level of aural comprehension of the students in the program. After recording several interviews with Hispanic people on various topics, including descriptions of the life of the Puerto Rican on the mainland and modern-day politics in Puerto Rico, I played the tape to my students in "Intermediate Spanish" and then to the students who had exchanged the intermediate course for the practicum in February. I played the five-minute tape three times and had the students write down as much information as they could. They were allowed to take notes while listening to the recordings.

The two groups of students did not differ noticeably from each other in their performance on the first test, given at the outset of the semester. But when I repeated the experiment in April, using a different tape, the practicum students recorded fifty percent more information than did the students who had remained in the classroom grammar course. (Although for the purpose of the experiment I allowed the intermediate students to take the practicum, I feel that the course has greater benefit for students who have completed three years of classroom Spanish.)

I found that the course not only improved language skills but also had several other advantages. The students enjoyed getting away from the idealized atmosphere of the college campus and into the "real world" for six hours a week. A few students remained at their placements over the summer to continue their volunteer work, and some students secured salaried jobs as a result of their experience working in Hispanic agencies.

I feel that a former student of the practicum expressed the need for the course well when she said, "It offers students who are truly interested in the Spanish language and Hispanic culture contact with a Hispanic community to learn to appreciate the culture and see the problems in the culture in Boston. It also is an excellent way for students to test out the job market."

THE SPANISH DEPARTMENT OF WHEELOCK COLLEGE PRESENTS:

Spanish: An Asset To Your Career

A Panel Discussion

WHEN: Thursday, November 1, 1979 from 4:00 - 6:00 pm

WHERE: Slater International House

WHAT: A panel of 6 people will discuss their jobs and use of their Spanish speaking abilities. Questions from the audience will be answered. A reception will follow with punch and hor d'ourves.

WHO: *Television Communications:
Mr. Pablo Correa, producer and interviewer on Nosotros, WBZ-TV, Channel 4

Mr. Fernando Caramazana, assistant to the producer, WBZ-TV Channel 4

*Education:
Ms. Earestine Van Schaik, Department Head for Native Language Instruction, Framingham School System

*LAW:
Mr. Alvin Jack Sizz, former Mayor of Brockton, presently practicing law

*Journaling:
Ms. Deborah Russell, presently working for La Semana (Hispanic newspaper) in conjunction with the Spanish Practicum

*Transportation:
Ms. Judith Cronin, presently working with Eastern Airlines in conjunction with the Spanish Practicum

WHY: Because that interesting job just might require you to know Spanish. Will you be ready for it?

Department of Spanish

Wellesley College

Wellesley, Massachusetts 02181
(617) 235-0320

Nancy Ruth Levy

In the last half of the twentieth century, education has experienced many significant changes to enhance the learning process. One exciting component in this pedagogical evolution has been the use of videotape in the classroom. Our star-warred, star-treked students of today respond very positively to the vibrance of audio-visual instruments such as television. Utilized as one means to stimulate interest and communication, video has flourished as an educational tool.

As instructors who have taught in the foreign language and bilingual setting on the elementary, high school and college levels, my colleague, Joy Renjilian-Burcy and I have witnessed the stimulating and successful application of videotape to teach language acquisition and to foster an appreciation of the vitality and versatility of Hispanic cultures. We use videotape as one component in the Spanish language classroom specifically...

1. To effect better and more meaningful communication in the foreign idiom
2. To drill forms, structures
3. To practice pronunciation and correct it
4. To acquire fluency; to hear different Hispanic accents
5. To build confident self-expression on the part of the students
6. To respond to the system that enslaves us, the vid-kid generation
7. To enhance literature
8. To learn history and politics
9. To appreciate art
10. To enjoy music
11. To eliminate minority group isolation and to eradicate ethnic stereotyping of minority groups
12. To underscore the importance of appreciating all cultures

## STATEMENT OF NANCY LEVY, PROFESSOR, WELLESLEY COLLEGE

Ms. LEVY. I will look forward to meeting her.

First of all, I want to say, Mr. Chairman, it's a pleasure to meet you after our correspondence, finally, and then on behalf of Wellesley College and myself, it's an honor to appear before you to discuss issues that are not only important to us, the educators, but also of national interest.

I will be addressing myself to the Spanish language, although the problems and solutions I will be discussing I think are applicable to all languages.

Si hubiese un encendio aqui y yo quisiera informarles de yo. En espanol, creo que la mayoria de ustedes ho se salvarian.

What I said was, if, for example, there were a fire here and I were unable to communicate this to you in English, I think the majority of the people here would be unable to save themselves.

I think it is important to underscore the necessity of being able to communicate in a language other than our native tongue.

I feel there is no doubt that among the politically and economically potent countries of the world, the United States is the most restricted regarding the ability to communicate in a language other than its native tongue.

I have found in my travels that most Americans feel English is the most widely spoken language, and that therefore there is no reason to learn any other. This assumption is quite incorrect, for according to statistics, Chinese is spoken by more people than English, which is second, followed by Hindi and Spanish.

This, however, is of secondary importance when one considers the more serious repercussions of North Americans' inability to communicate in a foreign language. In order to achieve intercultural awareness, be it for commerciai, political, artistic, or educational purposes, I believe it is necessary to speak the language of that target culture.

I believe also that in order to speak a foreign language well, one must be aware of the cultural traditions of that target population.

I feel that recently we seem to be falling back into the xenophobic area of the forties, when all of our horror movies that came out had for antagonists Bela Lugosi and Boris Karloff. They were horrible because they spoke in a language and had an accent not English.

There seems to be a fear among Americans of learning the language and the culture of those people.

To cite an example of the importance of understanding another culture, I would like to quote from a book, "The Losers," by Richard J. Margolis. In this book Mr. Margolis emphasizes the importance of recognizing the cultural differences between Puerto Rican American and North American schoolchildren, and the harmful effects that ignorance of these differences can have upon the children, and I quote:

> A Puerto Rican junior high school student was accused by his teacher of lying because he averted his eyes when she was speaking to him. This, however, is a sign of respect on the island.

A tragic example of this lack of communication took place last month in Boston, when a Puerto Rican man who could not speak

English was stopped by a policeman for making an illegal left-hand turn. The man was frantically searching for his son who had not returned home the night before. The policeman, upon hearing the man desperately try to explain the situation in Spanish, thought that he was resisting arrest. A fight ensued, which resulted in the death of the Puerto Rican man.

There are also countless examples of the necessity of understanding the Hispanic culture within the Hispanic language itself. Many Spanish expressions refer to death, religion and bullfighting, although their connotative meanings are totally different. And I think if a non-Spanish speaker were to fully understand and communicate well in the language, he or she would have to be aware of these cultural differences.

To my chagrin, I have noted that in my 6 years of teaching on the university level at Wellesley College and Boston College, students enrolled in our foreign language programs entering directly from public schools are, for the most part, painfully ignorant of the culture of the people whose language they are learning.

Some students in my language classes have inadvertently made racial slurs or generalizations regarding Hispanics, either out of habit, repetition, or ignorance. This gap seems to have widened over the years as students come to us less prepared to relate effectively to the target culture.

Another serious problem I have witnessed deals with the issue of inadequate preparation in terms of basic language skills, specifically verbal communication. Students entering college level foreign language classes who have had 6 years or more at times of public language school training, are very often totally unprepared to speak the language. Although they may perform well on paper, their verbal communication is glaringly inadequate.

The major complaint among students is their teachers rarely spoke the language in the classroom, and that they were never encouraged to speak it, either.

Now, it's a shock for them when they come to Wellesley, and from day 1, whether it be elementary, intermediate or third year, they hear no English. We act out, we speak in the language and we get results that way. Apparently this is not happening in most cases in the public schools.

As a result of this poor foundation and lack of enthusiasm on the part of the students, enrollment in foreign language classes between 1974 and 1977 had dropped considerably. In response to this, we of the Wellesley College Spanish department initiated a campaign to attract more students to the department and to maintain enrollment, because we feel that Spanish is a critical language in our national bilingual context.

In 1978, with the support of the Spanish department at Wellesley College, I created a course entitled "A Spanish Practicum," designed to give students the opportunity of combining their academic study of Spanish with real-life bilingual situations, while learning about the culture and traditions of the Puerto Rican Americans.

I placed my students in internships where they worked for 6 hours a week using only Spanish and combining their other skills. If they're pre-law, they worked for bilingual lawyers; if pre-med,

they worked in a hospital, homes for battered women. I also work at a TV station with a Hispanic show. If they're in communications, I take someone with me on our local program.

No matter what their major might be, if they have Spanish, I find them an internship in Boston, where they will be using the language.

In the same year I designed a career day at Wellesley, at which time I invite professionals in the fields of law, communications, politics, medicine, education, social work, and business, and who use their Spanish skills in their work to speak to the students on importance of having a language skill in order to secure a better job. I insist to my students that just because you study a language does not mean you will become a professor, as I have chosen to do. I, before I became a professor, I explained to them, have done many things, such as teaching bilingual education, working for importing countries, teaching English in Spain, at which time I needed my language skills and another skill.

I try to stress to my students to emphasize the necessity of being a lawyer, for instance, and speaking Spanish; being a doctor and speaking Spanish.

My colleague, Joy Renjilian-Burgy, and I have incorporated into all of our curricula the use of videotape in the Spanish language classroom to promote language acquisition, to enhance the teaching of literature, art, history and politics, and most importantly, to foster an appreciation of the vitality and versatility of the cultural contributions of the Hispanic population, to eliminate minority group isolation, and to eradicate ethnic stereotyping of minority groups.

I find we are living in the Star Trek-Star Wars generation. Our students are vid kids, and normally if you mention to them a Mexican, the idea that they might have of a Mexican is either the Frito Bandito, unfortunately, with a sombrero and pancho and bullets over his shoulder, or Cantinflas from the comic movie. They saw this at a young age and on television, and I think if I sat there and told them this is not necessarily true, or had them read about it, it would not impress upon them the importance and the truth of this matter, as much as if I showed them a videotape of Mexico City.

Therefore, the image they have had about Hispanics will immediately be replaced by a more valid and realistic image.

Students have responded very well to all of these innovations. Our enrollment has increased by 53 percent over the past 2 years.

Ms. Renjilian-Burgy and I give national workshops to train teachers to implement techniques which will respond to our Nation's need for quality language proficiency. Many public school systems, community colleges and universities across the Nation have requested that we train their faculty in the utilization of these methods and the implementation of these courses.

Unfortunately, because of mutual lack of funds, we have been unable to respond to these invitations.

Mr. SIMON. May I interrupt you for just one moment? I regret to say we have a vote on the floor, and so we are going to have to take a 10-minute recess at this point. We will be back shortly. Thank you.

[Recess.]

Mr. SIMON. The subcommittee will resume its hearing. We were hearing from Ms. Levy from Wellesley College, and we interrupted her testimony here. We are ready for the climax of those remarks.

Ms. LEVY. The climax will be in English.

Mr. SIMON. OK.

Ms. LEVY. I was discussing the difficulties that we do have in getting funding for teacher training. I think that the most important use of any moneys that might be available would not be grammar books, would not be paper or pencils. However, it would be teacher training. If you have a good teacher in a classroom, you don't need a book. I have been teaching for 6 years. I have not found a grammar book that I have found adequate. I have made my own units with a number of different books, and find that with the proper skills and methodology, the class can be most effective.

I have also found from the students that come to us that their high school training for the most part is very inadequate. They have had teachers who do not know how to communicate in the foreign language, who are not bilingual, who are teaching out of the book, studying the night before perhaps, that do not feel comfortable in the foreign language.

As a result, they don't use it in the classroom and the students lose out because of this. I feel it is a tragedy that because of restricted moneys, we are not able to share this important and effective methodology with our colleagues in other parts of the country.

Wellesley and Boston College have sent us to the AATSP in Puerto Rico this summer, will be sending us to the MLA in Houston. Being professors, we do not have the funds to send ourselves. The universities for which we work cannot send us to as many places as we would like to go, to train teachers, and the schools that want us to come see them unfortunately do not have the funds for this, either.

It is projected that Hispanics will be the largest minority group in the United States in this decade. Therefore, underscoring the necessity of acting now in order to meet the obvious and increasing linguistic demands, I salute you, Mr. Chairman, for your incisive comprehension of the foreign language needs of our country, and I enthusiastically support the passing of the proposed bill to provide per capita grants to reimburse elementary schools and institutions for higher education, for part of the costs of providing foreign language instruction.

Might I just add that along with getting proficiency in the language, I again want to emphasize the importance of learning the culture which is why I did initiate my practicum. Students are working in Boston with Puerto Ricans, also with Cubans and Dominicans, since that is the majority of Hispanics in Boston.

I give seminars on Puerto Rico. They learn how to make Puerto Rican cuisine, they learn how to dance salsa and meringue. They learn the politics, the history, the culture of the people. As a result, they are stimulated to continue and to want to be able to communicate on a more proficient level with the people whose target language they are learning.

Mr. SIMON. Does Wellesley have a foreign language requirement for either graduation or entrance at this point?

Ms. LEVY. Yes, we do. You can, however, take tests and if you pass or if you have some sort of proficiency in the language, I believe you can waive the requirement. However, since we have initiated all these programs, we have found that students who 4 or 5 years ago might have taken the required 2 years of college level Spanish and then dropped it, are staying on. Our third year classes are so full that we are going to have to create new sections, and they then continue after that. It is truly a joy to see.

I wish again there were more funding available to be able to meet the growing needs of our students.

Mr. SIMON. One of my observations—and it's being reinforced right here in front of me—is that wherever you find that trend going down in foreign language instruction, you find a Nancy Levy or some spark plug there who comes along with an idea who's really willing to fight for it, and it just makes all the difference in the world.

Ms. LEVY. Thank you.

Mr. SIMON. I commend you. Let me ask you this: In the case of Wellesley now, in fact, you already have that requirement. I commend your college, for it is a distinguished college, for your program.

What would they use that additional money for, do you think? Would they invest it in language programs?

Ms. LEVY. Exactly.

Mr. SIMON. What would they be doing?

Ms. LEVY. For example, on a national level, my colleague and I have tried through HEW—we continue trying—to get funding, to be able to give teacher workshops on a national level. We would like to be able to train more teachers, not just at our university. I find our system—and we have been complimented often on all of our new courses and our implementations and methodologies. We would, however, like to be able to share this with other school systems, with community colleges, within the department ourselves.

I mentioned our implementation of videotape in the classroom. The students have overwhelmingly responded favorably to this. It breaks cultural stereotyping and it gives the students an understanding of the people they are dealing with, and it also gives them a language skill acquisition at a higher level. If we use videotape, we can put on a soap opera in English and turn the sound down and teach Spanish by means of that. We do not have the funding for videotapes. This comes out of my colleague's pocket and my pocket. As far as Wellesley's department, we really have used up all the funding moneys that have been available, and we do so each year. That would be one thing that we would like to do with it.

We would like more sections. I have 28 students in my intermediate class. To learn a foreign language, we are talking about three 70-minute classes per week, 28 students. Each student gets approximately 6 minutes of speaking per week. That is not enough, as good as we are—and we are quite good at what we do, I believe—unless the students are speaking more—now, of course, we have extra-curricular activities every week, office hours for them to

come in and speak with us. But had we 12 to 18 students in our classes, had we the money for more sections, the students would be using the language much more than they are. I could offer my practicum more often than I do, and take more students into it, so they would be in bilingual situations every week, speaking 6 hours per week.

Unless you use the language, it is pointless, as far as I am concerned, to sit in a classroom and learn rote memory words and grammar rules that you are not going to apply.

Mr. SIMON. You also teach at Boston College; right?

Ms. LEVY. Yes. Correct.

Mr. SIMON. Does Boston College have any such requirement for language?

Ms. LEVY. They have done away with their language requirement. They are in the process of reinstating it. I believe you are allowed language requirement, this would come under electives. You are allowed or you have to take so many courses in humanities, and some students would opt for foreign languages. But I believe no longer is that requirement in effect, although they are trying to bring it back.

Mr. SIMON. And in the case of Boston College, that carrot, that per capita assistance might be enough to really help them make the decision to move in that direction?

Ms. LEVY. Hopefully, yes.

Mr. SIMON. All right. Thank you. If you don't mind staying until Ms. Laroche is finished, we may have questions for both of you.

[The prepared statement of Julia Laroche follows:]

PREPARED STATEMENT OF JULIA B. LAROCHE, SUPERVISING DIRECTOR, FOREIGN LANGUAGES, PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

FOREIGN LANGUAGE EDUCATION IN PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

Permit me to express my appreciation to the select education sub-committee for its invitation to participate in this hearing and especially to express my own endorsement and that of the public schools of the District of Columbia of H.R. 7580 and of House Concurrent Resolution 301 regarding foreign language and international studies.

As a former teacher of English and of French, an assistant director in the department of foreign languages and presently supervising director of the department, I am pleased to have this opportunity to share some of my ideas with the committee.

I know firsthand the value of second or third language learning as a result of having lived for six years in South America and for three years in Europe. I have experienced firsthand the advantages of being able to communicate with persons in languages other than English and the disadvantages of not being able to do so. And as important as the ability to communicate orally with others, I found, was the ability to understand others, to recognize and appreciate the similarities and differences between ourselves and others.

Until recent years, the public schools of the District of Columbia enjoyed an enviable reputation in the field of foreign languages. In one area especially—FLES (Foreign Languages in the Elementary Schools)—that reputation received national and international acclaim.

THE FLES PROGRAM OF THE DISTRICT OF COLUMBIA

The FLES Program of the District of Columbia was begun as a pilot program in September 1959 with the allocation of nine teachers to give French and Spanish instruction to 2,047 pupils in 67 classes in 49 schools throughout the city. Instruction was begun in grade 3.

Yearly expansion to accommodate grades 4 to 6 and to extend the number of schools continued until the school year 1968-69, when the peak of 69 teachers was

attained, with 15,135 students receiving instruction in French and Spanish (grades 3–6) and in Latin (grade 6).

In order to expand the Latin Program, which had been begun in 1966, grade 3 instruction in French and Spanish was dropped in 1969–70 and 1970–71; grade 4 in 1971–72.

In 1971, under a court-ordered equalization plan, schools were allotted funds to purchase both classroom teachers and special services, including art, music, foreign language and physical education.

Equalization meant equalization of per/pupil expenditures, not equalization of resources. Under the local school budgeting that resulted from the court order, many special services were reduced or curtailed in schools throughout the city.

Forced to choose between classroom teachers and special services, small schools found themselves generally able to purchase only classroom teachers and possibly a reading or physical education teacher. Larger schools slowly found themselves in similar situations. If they could afford special services, they chose basic services such as reading and mathematics resource teachers. Language, art or music were dropped. Gradually all special subjects were eliminated from the curriculum.

Schools in more affluent neighborhoods in the city frequently supplemented the regular school program by funding special activities in art, music or foreign language. Students in less affluent neighborhoods lost benefits accrued from such activities.

That reduction of services has continued throughout the years to the extent that during the last school year there were only eight FLES teachers, four for French and four for Spanish in the entire school system. And with the current budget constraints the future is dismal. It is likely that there will be no traditional FLES program in the District of Columbia, The international capital of the world, unless the Congress takes some drastic action.

The FLES program was not a "frill". Many students who began their study of language in grade 3 continued throughout the intermediate and secondary grades, many completing advanced placement courses and many achieving top awards in the national language contests. Many majored in language in colleges and universities as a result of that early exposure to language study.

Those who did not go so far still acquired competencies, knowledge and attitudes and understandings so vital to successful participation in today's world.

The objectives for the teaching of foreign language here in the District of Columbia have been and still are:

Acquisition of competencies, skills and knowledge in the areas of listening, speaking, reading and writing in the target language, and

Development of an appreciation of and an understanding of the peoples of the world, their similarities and their differences.

The loss of a highly structured, well-articulated FLES program has taken its toll. Because language study was not considered a necessity in the total education of public school students of the District of Columbia secondary language enrollments also dropped drastically.

## OUTLOOK FOR THE FUTURE

The public school system of the District of Columbia points with pride to two actions realized by the superintendent and the board of education during the school year 1979–80.

First, in an effort to bring about a revival of elementary language instruction in the city, the superintendent in April of 1979 authorized the development of a video-taped language program for use in the public schools of the District.

Second, the system established a year of foreign language study as a requirement of all regular students prior to graduation.

The video-taped FLES program is designed to offer French or Spanish instruction to grade 4 students in three schools in each of the city's four regions beginning in October, 1980. The video-taped lessons concentrate on the development of the four language skills: listening, speaking, reading and writing. In addition, the lessons include instruction in the history and culture of countries and peoples speaking the language studied.

The lessons are taught by language teachers selected for their language and pedagogical expertise, as well as for their stage presence and acting ability. The scripts for the program were developed by the teachers, curriculum and language specialists. The lessons themselves, of 30 minutes duration, provide for choral and individual repetition and classroom discussion. While the classroom teachers in the schools will manage the program, all instruction is included in the tapes themseves.



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Current plans call for the continuation and expansion of the program in the 5th and 6th grades to the end that more students will continue language instruction in the secondary schools.

The second language achievement of this administration—the establishment of foreign language requirement for graduation—is believed to be the first by a public school system in the area. By this action, the District of Columbia public school system is already implementing one of the recommendations of the President's Commission on Foreign Language and International Studies; that is, that "schools, colleges and universities should reinstate foreign language requirements".

Local governments cannot meet the challenge alone. Forced to meet the basic needs of all students, local governments and school boards require assistance to enable them to provide those services which lend to the development of a complete adult, one capable of competing effectively in the years ahead.

We do not begrudge the strangers to our shores the possibility of becoming truly bilingual. We do ask, even demand, that native-born Americans be accorded the opportunity to become bilingual or even trilingual. It is not right that a child be penalized for being born in the United States. It is not fair that he or she be denied the opportunity to serve the country in areas where knowledge of a second language is imperative. It is our studied belief that any student desirous of achieving proficiency in a second language should be accorded the opportunity to do so. It is an acknowledged fact that the earlier the student begins language learning the greater the degree of proficiency.

If our video-taped FLES program is successful and if assistance is provided to permit expansion, the secondary schools will have a challenge to meet—that of continuing foreign language instruction. Regrettably, the secondary schools are the stepchildren in FL planning. The gap between assistance to elementary schools and assistance to post-secondary schools as stated in H.R. 7580 is regrettable.

SECONDARY SCHOOLS

During the sixties when FLES instruction peaked in the District of Columbia, language instruction on the secondary level also peaked. A comparison of the figures of 1969 and today points up the need for federal assistance. In 1969, there were 203 teachers of French, Spanish, German, Russian, Italian and Latin serving more than 23,000 students. Today, there are fewer than 100 serving fewer than 10,000.

Much of the success of secondary language instruction of the sixties and the early seventies can be attributed to assistance afforded under N.D.E.A. title III, which provided two vital services. Monies received under N.D.E.A enabled teachers to develop techniques and capabilities which led to more effective teaching. Those monies also enabled secondary schools to purchase needed audio-visual equipment and supplies which made language teaching and language learning much more vital.

We agree that total immersion is the ideal means of assuring the highest degree of proficiency in a second language. Certainly the Oyster School here in Washington attests to the desirability of fostering such programs. However, I feel strongly that consideration and help should and must be given to the thousands of D.C. public school students who are enrolled in other "qualified elementary foreign language programs".

The District of Columbia Public School System wholeheartedly endorses H.R. 7580 and House Concurrent Resolution 301.

By reimbursing elementary schools for part of the costs of providing foreign language instruction, this bill will enable the public schools of the District of Columbia to assure expansion of its video-taped FLES program from the 12 pilot schools with 700-odd students to all schools eager to participate in the program. And, I assure you, the desire for elementary language instruction is strong on the part of parents, teachers and students themselves.

The funding will permit the use of supplementary materials—cassettes, record players and other audio-visual aids—materials which enhance language learning.

Public school systems all over the country have experienced decreased enrollments, due in great part to the fact that they are not able to provide the subjects which lead to humanistic development. Such has been and is the case in Washington.

The Nation's Capital is the capital of the world. Its students should and must be given the opportunities to develop the capabilities and competencies which will permit them to make vital contributions to the world of the future.

**STATEMENT OF JULIA B. LAROCHE, SUPERVISING DIRECTOR, FOREIGN LANGUAGE, ACCOMPANIED BY DELORES STEVENS, DIRECTOR, INSTRUCTIONAL PROGRAMS, DISTRICT OF COLUMBIA PUBLIC SCHOOLS**

Ms. LAROCHE. I think we are two different spectrums.

Mr. SIMON. That's why you were both invited, but they interrelate.

Ms. LAROCHE. Well, first of all, let me thank you for the opportunity to speak before this subcommittee, and to express my own endorsement and that of the public schools of the District of Columbia of H.R. 7580 and of House Concurrent Resolution 301.

I always hate personal references, but I would like to make these, because I think they are significant, having lived in Latin America for 6 years, and lived in Europe for 3 years. I recognize the need of a linguistic American society. I have been in situations which were embarrassing to me with my modicum of Spanish, when I was in Venezuela, and people have been in Maracaibo in the oilfields for 25 years and didn't know how to go about renting an apartment on the Spanish market.

Until recent years, the public schools of the District of Columbia had a very, very enviable reputation in the field of foreign languages, especially in the area of foreign languages in the elementary schools.

That program was begun in 1952, with 9 teachers, and reached a peak in 1968–69 with a peak of 69 teachers, teaching French, Spanish, and Latin. Latin was added in 1966, at a time when the English capabilities of the students were failing, and it was felt Latin would help them in understanding better their own language.

We went through a period of budgetary diminution of funding and slowly, slowly, slowly our program was done away with. Last year, we had four French teachers, four Spanish teachers in the elementary school. This year we have none.

Mr. SIMON. And this goes from 69 down to none is what you are saying?

Ms. LAROCHE. That's right. From 69 to zero. There are hopes that we will get back some teachers. I am sure you are familiar with the school situation here. So many of the teachers have been dismissed. Some, hopefully, will be rehired, but the outlook for the foreign language program is very dismal.

The program was not a frill. I enjoyed hearing Mr. Panetta speak, and he kept emphasizing that it was not a frill at all. Many of the students who began their study of language in the third grade, continued through the elementary, secondary schools, went on to win prizes. They went on to major in college. Those who did not go on nonetheless reached certain competencies, knowledge, attitudes and understanding, which are so vital to successful participation in today's world.

We see language in the elementary schools and secondary schools in Washington as having two objectives, language learning, the acquisition of those competencies, and skills, in the four areas of language learning, listening, speaking, reading, and writing. And equally important, we feel, is the development and appreciation and an understanding of the peoples of the world, their similarities

and their differences. And I use the word "peoples of the world" advisedly, because whether one be studying Spanish or French or German or whatever, we hope that knowledge that is gleaned lends to an understanding of the whole world, not just of the Spanish-speaking peoples or of the French or of the German.

We are very excited. At the moment the outlook is dismal, as I said. We don't have the teachers, but our system has taken two actions recently that we feel are very important. In April 1979, our superintendent, Dr. Vincent Reed, said we had to come up with a plan of action for affording language instruction to elementary school students. And we looked into various alternatives, and we rejected most of them, because we said the only way to teach is with teachers. He sent us back to the drawing board and he said come up with an alternative.

So we came up with the alternative of videotaped lessons, which will be begun in Washington in 12 pilot schools in October. October 6, to be exact.

The lessons are taught by veteran teachers, using videotape procedures. The lessons are in color. They will be contained classes. And we have not only the videotaped teacher, one of French and one of Spanish, but also the classroom teacher who will monitor and manage the program. Everybody involved in the program is expected to continue because this is not a one-shot thing. We want it to go on. We intend to continue in grades 5 and 6, and that will put a burden on our secondary schools, our junior high schools.

We have teachers who will then have to articulate an articulation that will lead to either advanced placement courses or whatever.

The second achievement—and we feel very, very proud of this one, is that the D.C. public school system has mandated 1 year of foreign language instruction prior to graduation from high school. This is going to be somewhat difficult, because we do know that every child is not linguistically oriented, and so it will be our responsibility not only to provide the straight language course, the traditional ones, but also the other kind that will accommodate the student who is going into the field, into career education, who is interested perhaps in cooking, what-have-you, where language needs are also very valuable.

The local government, everyone has said this, cannot meet the challenge alone. We need help. We need help from the Congress. We feel that—I think it was Senator Fulbright who said if someone on high says that's worthwhile, it helps.

We feel the moneys certainly that have been mentioned are not sufficient to create programs, but they certainly can assist in the development of programs we have undertaken.

We feel very strongly here in Washington, where we have a multilingual, multicultural, multiethnic population, that it is marvelous to afford the stranger the right to a bilingual education. But we think it is somewhat unfair to penalize the person born in this country and not permit him or her to develop that same kind of education.

There has been reference to the fact that a child may begin education early in life, and there may be a lapse or gap in between the continuation. He may have that education during the first 6

years, may not get it again until later on, maybe in college. I think it has been proved that language learning is a strong discipline, and exposure to it helps one when he goes back into it.

You cannot have studied French for 2 years, but when you go back into the French environment, you suddenly recall, there is a recall, because of the discipline.

I must say that I think we have permitted ourselves—I'm thinking about the language specialists—permitted something of this decline, because we have thought too much of it as an elitist program.

I have found as a teacher myself that some of the strongest language students were students who were not particularly high IQ, just students who loved something different and, you know, we often look at people and don't know what they're going to be later on, and that same child who is exposed today may not be the language teacher of the future, but he may be something else that needs that language. And so it is my feeling that—well, it is my hope that the Congress will be able to do something to help elementary and language education.

Secondary—and I know that you know the need for the secondary, because we need that articulation, especially in the area of staff development. No one has mentioned the word NDEA today, but so many of us went through NDEA, when there were the summer institutes, in which proficiency was really the target. You were not just put in an institute and taught. You were divided into segments according to your own needs.

One thing I would like to say also, that if moneys are afforded—and certainly it's not enough money to provide teachers, we can see that carrot would not do that, but we can see that with moneys, we can set up perhaps summer camps, which I know that is done in Minnesota quite frequently. I get regular bulletins from Minnesota. They have marvelous camps out there, and we also see the possibility of working with the private school sector in the development of programs.

Mr. SIMON. Thank you very, very much. You have some amazing statistics and also, as you mentioned, the Washington, D.C. public school system is the first school system in this area to have this type of program——

Ms. LAROCHE. I did say, I believe, we have tried to find if there is another large school system, but we have not found it. I believe it is the first.

Mr. SIMON. My guess is you may be the first in the Nation. I don't know of another anywhere else in the Nation that has done this.

Ms. LAROCHE. For all students graduating as of 1984, we increased our Carnegie units from 17½ to 20½, and one was a language requirement.

Mr. SIMON. I think that's marvelous. It is part of lifting the quality of the D.C. school system, and it's a great contribution.

I also am going to steal a line from you, too, when you say it's marvelous to have bilingual education for a foreign-born person, but why not give bilingual education to someone born in this country? You are absolutely right.

The summer camp programs you mentioned, I don't know how they fit into this legislation, but they are very important—not only summer camps, but the weekend programs some schools have. Many schools use them. And, you know, they charge the students enough so that they pay for themselves. Right now, this $20 figure we have at the elementary level, is that enough to be meaningful to the D.C. school systems? How would that change your program?

Ms. LAROCHE. It would mean, if we think in terms of 4,000-odd students, that runs—elementary students—4,000-odd elementary students, that's——

Mr. SIMON. About $80,000.

Ms. LAROCHE. That would permit the purchase of equipment, particularly in connection with our televised program. It would permit also the development of workshops and other development activities.

Mr. SIMON. Can we ask your colleague to join us here at the witness table? Please identify yourself for the record.

Ms. STEVENS. I'm Dorothy C. Stevens, director of instructional service of the D.C. public schools.

Ms. LAROCHE. And Dr. Stevens was just correcting me. I gave you the figure of 4,000. 4,000 is the number of teachers. The number of students is approximately 45,000–50,000 who would be involved.

Mr. SIMON. But all of them would not be involved in foreign language at the elementary level?

Ms. LAROCHE. Let's take half of those. I think we want to expose all. We want to offer to all the students. Our problem has been that we have offered to selected students. We don't feel that's the right way to go. We know some students will not survive the program.

I will say I can see a good 30,000 students in the program.

Mr. SIMON. One other point you make, and I will yield to my colleague here—it is not just the teacher we want to prepare. I was in Chicago recently. I noticed the man who was picking up luggage at the curb from cars. Some Japanese visitors arrived, and he spoke a few sentences in Japanese to these visitors and, you know, they smiled. They were appreciative. I have an idea he got a little more of a tip than he would have received otherwise. [Laughter.]

You know, I think it was a very practical thing for that man to have a few sentences of Japanese that he could use.

Ms. LAROCHE. You know, Representative Simon, when we were preparing for the bicentennial 7 years ago, we were in a very serious situation. We did not have the personnel to greet those myriads of visitors we were anticipating. And they are still going to come, and our people are going to go. So I believe we must start early. I think we can do it, with staff development and with equipment. I know the funding is not—but we have begun a new process, and I think it is going to help.

Mr. SIMON. Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Simon. Just a question from Ms. Laroche's last comment. Is it specified in this legislation that the funding would not be for teachers?

Mr. SIMON. No; it is simply per capita assistance, but it is based on student numbers rather than teacher numbers.

Mr. ERDAHL. So, in fact, it could be used to hire teachers, I hope?

Mr. SIMON. There are no restrictions whatsoever. It could be used to hire teachers, for camps, for equipment; any variety of things.

Mr. ERDAHL. Thank you, Mr. Chairman. I also want to thank Ms. Levy and Ms. Laroche for being with us today. I have just a couple of questions.

You mentioned, I think, the commendable goal of the program in the District schools of having at least 1 year of language, but I guess I'm somewhat disturbed about getting to that goal from where you are now.

We have seen the elementary foreign language program really being dissipated over a period of about a decade, evidently, and just to mandate you have 1 year to get there, how do you get to that goal?

Ms. LAROCHE. We will have 4 years. This requirement is as of this year, but it applies to the graduates of 1984, which means then that many of the students in the ninth grade can take that 1 year of language now, and they will have fulfilled that requirement.

Mr. ERDAHL. I understand, and I think that's good and commendable, but it seems to me this is not going to happen abra-cadabra because somebody mandates it. It's going to take money for teachers, and all that. I trust that the money is forthcoming, along with the mandate. As a new member of Congress, I'm somewhat disturbed that we mandate certain programs and don't provide the funding for it. So I trust in addition to saying high school graduates shall have a year of foreign language, there is also the funding to make it possible.

Ms. LAROCHE. We do have secondary schoolteachers. I made a reference to the fact that we lost quite a number of ours when we went from a level of one to advanced placement courses. That was in 1969 and 1972. But our secondary schools still have approximately 100-odd teachers of foreign language who could accommodate those students, and we feel also that as the interest in language increases, there will be a demand that teachers be hired as needed. There are new courses in other subjects, in math and in science, and we know that if those courses are deemed necessary, the money will have to be found.

Mr. ERDAHL. I trust it will be.

Question for Ms. Levy: You mentioned as your students come into Wellesley, many of them are not equipped to participate in the spoken language. Do you find any areas of the country where this is stronger or some experiences from the high school level where they are doing some things you would deem to be better than they are doing in other places?

Ms. LEVY. I have not been able to localize it; no. It seems to be rampant throughout the country. One thing I would like to say in support of elementary school teaching of foreign languages. I was fortunate enough to have participated in a program in Newton, Mass.—I won't mention how long ago—when I was in elementary school. They started me in the fourth grade in French, and I would say that by high school I was close to fluent in French, when I entered college here in Washington, the courses, the classes they put me in, which were advanced classes, were the books I had used in junior high school.

I feel that if you start out at a very early age, when your mind is a little sponge, certainly you will be a lot more prepared and it's painless also to become fluent and to have a command of the language by the time you reach the college level.

It's a shame that I have students in elementary Spanish who have had 3 and 4 years of Spanish, and they walk into my class and are in shock that not a word of English is spoken, and I would think they could understand and pick up a few words. Nothing.

And, you know, after a few weeks of course, it's total immersion for them, they start picking up rapidly. But what I want to know is why hasn't this been done earlier? Because by then, they could have been at the level I was in French, and then later quickly picked up Spanish by the time they came into college.

Mr. ERDAHL. Our son who is in college had a similar problem, starting in French in grade school. He has a foreign language requirement in college, so he tested out as a freshman and passed the test. Now he is taking a couple of other languages. Maybe he should have kept on with French, but he wanted to do that. I think that's an example of getting a good background early.

Ms. LEVY. Harvard University was backing this program, and years ago they realized the importance of starting out early. Unfortunately it's not done in many other places. I'm not sure if it has continued in the Boston area as it was then with as much emphasis on it.

Mr. ERDAHL. No further questions. Thanks for being with us. I think that we have started off in something that should be emphasized through the Congress and in other areas of preparing people with a second or third language. I think as Americans we are foolish politically, economically, and socially if we don't do that.

So, thanks, Mr. Chairman, for your leadership.

Mr. SIMON. Thank you. Let me toss one final question to Ms. Levy. It's kind of a general question. Here you have people working with grade schools and high schools. You mentioned going to groups around the country, talking about teaching. If you were to speak to a group of grade school or high school teachers or administrators, are there any particular words of wisdom you would convey as to what they ought to do to get an effective program going?

Ms. LEVY. In the workshops that we give, we emphasize cultural aspects, first of all, of teaching in the language, knowing the people. We emphasize speaking only in the target language. We emphasize—what we do, and when we decided that we had to do something drastic to increase our enrollment, we thought about what are the main concerns of, in this context, college students which you would have to identify on any level, elementary school, junior high school children. What are their concerns at this time in their life? At Wellesley and Boston College, it's careers. So knowing they are looking for jobs, you put the little carrot in front of their noses and say: "You will have a better job if you have a language skill," and then you get people to come and talk about what they have done with their languages. And when they see us—because all of us on the faculty have had many jobs, nonacademic, that required the use of Spanish—they are more encouraged to continue. If you tell them: "When you get out of here, you will

have less difficulty finding a job because among your other skills, you can communicate in a foreign language."

You mentioned the woman who will be working on the Wellesley News. She will soon see the full-page ad we are putting in the Wellesley News, "Spanish: The Language of the 1980's." And that's all it will say. Students, incoming freshmen, "Gee, I want to find out about this," and they'll be knocking down our doors to find out what this ad is about, and why it's important for them to know it in the eighties.

I think, like anything else, you have to be a good salesman. You have to find out what your market is, and you have to make a good ad campaign, and that's what we have done over the last 4 years, and that's why we have such a marked increase in our enrollment.

Mr. SIMON. One other point that you just touched on, and that you too mentioned, Ms. Laroche, that I think is important. Some of the earlier witnesses say you learn a foreign language and you don't use it, then it is completely forgotten. In fact, it is not forgotten, it is very rapidly recalled.

Ms. LAROCHE. It is my feeling it is not forgotten. And the other thing, if I may, proficiency in language is an inverted pyramid. You know, you start down here, and we talk about mastery, we want the child to know, to understand, to be able to do this so well. But he's a little one here, and it is with practice that he develops that true proficiency, and once he has—his ear has been attuned to something, it is recalled.

Language recall is very simple. But he has to be in that environment.

Mr. SIMON. We thank you very, very much for your testimony. Your inverted pyramid here in Congress, we hope, has commenced, and we are grateful to all of you.

Our final witness, Mr. G. Stephen Crane, vice president of American Field Services International/Intercultural. Thank you for being here, and for your patience in listening to the witnesses and going through our recesses here.

[The prepared testimony of Stephen Crane follows:]

PREPARED TESTIMONY BY G. STEPHEN CRANE, VICE PRESIDENT, AFS INTERNATIONAL/INTERCULTURAL PROGRAMS

I am G. Stephen Crane, Vice President of AFS International/Intercultural Programs. AFS is a private, non-profit organization which exchanges over 7,000 students of high school age among 55 nations and 2,300 U.S. communities. Our students live with a family, attend high school and take full part in the life of their host communities. In each U.S. AFS community, local chapters of volunteers participate in activities around the hosting of foreign students and sending members of their own community on the summer or year abroad program. Hundreds of thousands of people world-wide have been involved in AFS since its inception in 1947.

I appreciate the opportunity to appear before you today and on behalf of AFS, would like to commend the committee on the attention you are giving to the report of the President's Commission on Foreign Language and International Studies. We agree with the findings of the Commission that the need is urgent to increase the capacity of our educational system at all levels to offer stimulating foreign language and international studies training. Accordingly, we endorse the purposes of HR 7580 and House Concurrent Resolution 301.

As our experience at AFS is primarily at the secondary level, our testimony will be limited to the applicable provisions of HR 7580. We welcome the study called for in Section 3(c) as a first step toward improving the quality, extent and effectiveness of foreign language training in grades 7 through 12. The unique importance of the growth and learning which occurs in these grades warrants a comprehensive survey. We feel this survey presents an important opportunity to not only gauge the

effectiveness of current foreign language training but also the stimulus through the study of nations and cultures to acquire language facility. To fully reflect the purposes of the bill and respond to the Commission's report, the survey must be more comprehensive than the emphasis called for in the bill's current language.

Specifically, we recommend that the survey include a profile and evaluation of current and planned instruction in international aspects of history, economics, politics, and culture and of participation in exchange programs like AFS. With this amendment, the bill would then address the finding in Section 2 (3) that our nation's schools "should provide their students with an understanding on the history and culture which influence the perspectives, values, and attitudes of the people of other countries."

The importance of the secondary school level in shaping student interest in foreign language and international studies should not be underestimated. The openness, curiosity, flexibility and energy of students in grades 7-12 make this period critical to the development of their international awareness and understanding. College and post-graduate study and career decisions are greatly influenced by the training and experience students have during these years. The degree to which language training is effective at the secondary school level and pursued seriously at the university level will depend on the quality and extent of secondary school offerings in other areas. The international aspects of the history, economics, politics and cultural units in the curriculum need to be strengthened in concert with the language offerings. Teaching our children to cope with an increasingly complex, demanding and interdependent world requires far more than facility in another language.

Together with added emphasis on the study of nations and cultures, the survey should cover international exchanges at the secondary school level. Our experience at AFS with international exchanges leaves no doubt about their value in providing participants with the understanding called for in the bill. In addressing their value, the report of the President's Commission states that "exchanges have a far reaching impact on every major topic dealt with by the Commission. Yet, despite their manifest importance to the national security, to the vigor of our educational system and to the international competence of Americans, our participation in these exchanges is declining." (p.101)

While it is not our purpose here to make the case for increased funding of exchange programs, we believe that their role within the context of the bill and resolution now before you deserves careful attention. The impetus to acquire a strong facility in a language by living with a host family where it is spoken, going to school in another country, and taking part in the life of a host community is clear. The personal growth, inter-personal skills, cross cultural perspectives, new knowledge, global awareness and personal friendships which are part of an exchange experience reinforce one another as incentives to pursue foreign language and international studies after it is over. Many students have told us they were so influenced by the excitement, growth and challenge of an AFS experience that they credit it with directing them into international careers. The presence of an exchange student in U.S. high schools is also valuable as a catalyst for stimulating the interest of the entire student body in foreign language and international studies. Many of the high schools hosting our students have AFS clubs. These clubs extend the benefits of attending class with someone with a totally different background and perspective to everyone who wants to come together after school to discuss international differences, or converse in another language, and share in their exchange students's experience.

For these reasons, we urge this committee to include experience with exchange students and international or AFS clubs as a pertinent section of the secondary school survey called for in HR 7580. Once the survey is complete, we urge prompt action by this committee to recommend legislation which will respond to the full range of secondary school recommendations in the commission's report.

We also believe the value of international exchange programs warrants their encouragement in House Concurrent Resolution 301. Specifically, we recommend the addition of "the encouragement of international exchange programs throughout the school system" between "education" and "the" on line 11. This addition would recognize the importance of exchange experiences for students, teachers, school administrators and others as part of their work to prepare our society for the international demands of the 21st century.

Thank you.

## STATEMENT OF G. STEPHEN CRANE, VICE PRESIDENT, AFS INTERNATIONAL/INTERCULTURAL PROGRAMS

Mr. CRANE. It's a genuine pleasure to be here, and I appreciate very much the opportunity to appear before you this afternoon.

First, a word of introduction as to what AFS is. AFS is a private, nonprofit organization. Each year we exchange over 7,000 students among 55 nations and 2,300 U.S. communities. Our students live with a family, attend high school, and take full part in the life of the community which hosts them in each country where they visit. Each community has a group of volunteers to support their visiting student during the year or the summer that student is there, and also select and support the sending of students from that community to the other countries which participate.

Since 1947, 106,000 students have participated in our program and have been supported by hundreds of thousands of people worldwide who are involved with AFS.

On behalf of AFS, I would like to commend the committee on the attention that you are giving to the report of the President's Commission on Foreign Language and International Studies.

AFS agrees with the findings of the Commission, that the need is urgent to increase the capacity of our educational system at all levels to offer stimulating foreign language and international studies training. Accordingly, we endorse the purposes of H.R. 7580 and House Concurrent Resolution 301.

As our experience at AFS is primarily at the secondary level, our testimony will be limited to those provisions of H.R. 7580. We welcome the study called for in section 3(c) as a first step toward improving the quality, extent, and effectiveness of foreign language training in grades 7 through 12.

The unique importance of the growth and learning which occurs in these grades warrants a comprehensive survey. We feel this survey is a signal in itself of the scope of leadership you want to encourage, and which you mentioned earlier, Mr. Chairman, and presents an important opportunity to gage not only the effectiveness of current foreign language training, but also the stimulus provided through the study of nations and cultures, and to acquire language facility.

To fully reflect the purposes of the bill and respond to the Commission's report, the survey must be more comprehensive than the emphasis called for in the bill's current language.

Specifically, we recommend that the survey include a profile and evaluation of current and planned instruction in international aspects of history, economics, politics, and culture, and of participation in exchange programs like AFS.

With this amendment, the bill would then address the finding in section 2(3) that our Nation's schools "should provide their students with an understanding on the history and culture which influence the perspectives, values and attitudes of the people of other countries."

The importance of the secondary school level in shaping student interest in foreign language in international studies should not be underestimated. The openness, curiosity, flexibility, and energy of students in grades 7-12 make this period critical to the development of their international awareness and understanding.

College and postgraduate study and career decisions are greatly influenced by the training and experience students have during these years.

The degree to which language training is effective at the secondary school level and pursued seriously at the postsecondary level will depend on the quality and extent of secondary school offerings in other areas.

The international aspects of history, economics, politics, and cultural units in the curriculum need to be strengthened in concert with language offerings.

Teaching our children to cope with an increasingly complex, demanding, and interdependent world requires far more than simple facility in another language.

Together with the added emphasis on the study of nations and cultures, the survey should cover international exchanges at the secondary level as well. Our experience at AFS with international exchanges leaves no doubt about their value in providing participants with the understanding called for in the bill.

In addressing their value, the report of the President's Commission states that: "exchanges have a far-reaching impact on every major topic dealt with by the Commission. Yet, despite their manifest importance to the national security, to the vigor of our educational system, and to the international competence of Americans, our participation in these exchanges is declining."

While it is not our purpose here to make the case for increased funding of exchange programs, we believe that their role within the context of the bill and the resolution now before the committee deserves careful attention. The impetus to acquire a strong facility in a language by living with a host family, where it is spoken, by attending high school in another country, and by taking a full part in the life of another community is clear. The personal growth, interpersonal skills, cross-cultural perspectives, new knowledge, global awareness, and personal friendships which are part of an exchange experience reinforce one another as incentives to pursue foreign language and international studies after the exchange experience is over.

Many students have told us that they were so influenced by the excitement, growth, and challenge of an AFS experience, that they credit it with directing them into international careers. The presence of an exchange student in U.S. high schools is also valuable as a catalyst for stimulating the interest of the entire student body in foreign language and international studies.

Many of the high schools hosting our students have AFS clubs. These clubs extend the benefits of attending class with someone with a totally different background and perspective to everyone who wants to come together after school to discuss international differences, or converse in another language, or share in the exchange student's experience.

For these reasons, we urge this committee to include experience with exchange students and international or AFS clubs as a pertinent section of the secondary school survey called for in H.R. 7580. Once the survey is completed, we urge prompt action to recommend legislation which will respond to the full range of secondary school recommendations in the Commission's report.

We also believe the value of international exchange programs warrants their encouragement in House Concurrent Resolution 301. Specifically, we recommend the adoption of "the encouragement of international exchange programs throughout the school system" between education and those sections calling for the improvement of international studies and the curriculum at all levels of education, and the offering of a wider variety of languages at the secondary school level, among the actions called for in the resolution.

This addition would recognize the importance of exchange experiences for students, teachers, and school administrators and others as part of their work to prepare our society for the international demands of the 21st century.

Thank you very much.

Mr. SIMON. Thank you very much. If I can ask Nick on our staff, let's work on some language in the resolution in line with the final paragraph of his suggestion. On the suggestion in the previous paragraph about the survey are you not talking about depth of experience rather than numbers? Or are you talking about both?

Mr. CRANE. Well, in the context of seeing the survey as a first indication of the broad interest you have, Mr. Chairman, and this committee has, in strengthening both the international studies as well as the foreign language training aspects of the secondary school offerings, and our feeling that the exchange experience is an important complement to those objectives, that the committee could learn, and I think benefit extremely by having more depth to the survey than the emphasis called for in the current language of the bill.

Mr. SIMON. All right. We'll take a look at that. Let me just add my own strong belief that these exchanges are healthy, and particularly at the level the AFS serves. I didn't happen to be in an AFS program, but last year we had an exchange student in our home, and it was a great experience for us. Former Ambassador Rochard, who teaches at Harvard now, believes exchanges at the high school level are much more meaningful than those that take place at the undergraduate or graduate level of our universities, because people live in homes, they really get a chance to absorb the culture.

Mr. CRANE. That's the time when the pressure on them from an academic perspective is not nearly as great as it is at the post-secondary level, and where the real objective of the experience is as much in acquiring cultural and language facility and general understanding of themselves, as well as the people, and the culture, and the society in which they are living, and where that objective can take the predominant role it deserves in terms of the experience's potential.

Mr. SIMON. Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Chairman. My experience and understanding of the AFS program also is a very positive one. You mentioned, I think, or maybe it came out in one of the quotes that participation is declining. Did I read that correctly?

Mr. CRANE. The President's Commission, in canvassing the entire field of exchange at all levels, found it has declined.

Mr. ERDAHL. Do you know why that is?

Mr. CRANE. Well, I can't speak with authority to the nonsecondary school areas, but I think within our area of endeavor, our programs continue to increase, but at a very modest level in terms of the rate of growth compared to the growth that we experienced a few years ago, and that is in part a reflection of the increase in costs of moving a student halfway around the world and back, and of the capacity of parents to meet those costs, and therefore our capacity as an organization to bridge the gap between their ability to pay and the full cost of the experience, which is to say that the program is not as easily entered now as it was a few years ago, from the cost point of view. And there also seems to be really for the first time in our experience a declining interest of Americans in applying for this program, and we have a very, very challenging job in finding 3,400 or 3,700 families to house this each year in this country, and that is probably a combination of economic circumstances and perhaps, to some extent, a reflection of a comment made by an earlier witness. The constituency for this kind of activity is not growing in the same kind of way it did in the sixties, and that speaks to the priorities people feel about inflation and other issues around the homefront.

Mr. ERDAHL. Thank you very much. Thank you, Mr. Chairman.

Mr. SIMON. Yes; if I can just comment on your last question. What you are talking about really does reflect our culture. I'm not sure what it says about where we are, but it indicates a problem. At the Fulbright level, for example, in real dollar terms, we are about 30 percent of where we were 10 years ago, for exchanges, at the very time when we need it more and more.

One other problem in all the exchange programs, and I understand this applies at the secondary school level also, is the cost factor. Also we are not getting the spectrum of students that we once did. Increasingly they are middle- or upper-middle and high-income students, rather than a cross section of people in our country and other countries, and that is not a healthy thing.

Mr. CRANE. Well, this is something that our volunteers who obviously set the standards by which the few of us are employed by the organization work are dedicated to trying to prevent. AFS is and will continue to become a program that reaches middle and lower income people, and that is a reflection not only of our objective to achieve diversity within a country, but to maintain the 55 countries that we operate with, which includes some very low-income countries, where the cost of the program far exceeds the capacity of any student who applies to come.

But, of course, to come back to your point, Mr. Chairman, the complementary nature of the incentive, the signal that you are seeking to send to all levels of education in this country, and certainly the secondary level, would, I think perhaps reverse the kind of trend that is reflected in only one sense by the number of students we now find applying. The more that secondary schools are able to offer stimulating programs, in not only language study, but international studies in general, the more there will be interest in pursuing this kind of experience as part of that level.

Mr. SIMON. We thank you very much.

Mr. CRANE. Thank you, sir.

Mr. SIMON. Our hearing will be adjourned. We will mark up the resolution on September 17.

[Whereupon, at 4 p.m., the hearing was adjourned.]

# HEARINGS ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

WEDNESDAY, SEPTEMBER 17, 1980

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SELECT EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
*Washington, D.C.*

The subcommittee met, at 9 a.m., in room 2257, Rayburn House Office Building, Hon. Paul Simon (chairman of the subcommittee) presiding.

Members present: Representatives Simon, Stack, and Erdahl.

Staff present: Judith L. Wagner, staff director; Nick Penning, staff assistant; Cheryl Kinsey, research assistant; Dianna Faye Cregger, executive secretary; William Clohan, minority counsel for education; and Terri Sneider, minority legislative associate.

Mr. SIMON. The Subcommittee on Select Education of the Committee on Education and Labor will come to order for our second day of hearings on H.R. 7580 and House Concurrent Resolution 301.

We are very pleased to have as our first witness, James A. Perkins, Chairman of the International Council for Educational Development, but he is also known for many other things.

He is the former president of Cornell University, and perhaps most significant of all, at least in the minds of some of us, for being Chairman of the President's Commission on Foreign Language and International Studies, where he provided exemplary leadership. It was my privilege to serve under his tutelage and it is great finally to have the gavel instead of his having it so I can get revenge.

Now, Mr. Chairman, we welcome you. We will enter your formal statement in the record, and you may proceed as you wish.

## STATEMENT OF DR. JAMES PERKINS, CHAIRMAN, INTERNATIONAL COUNCIL FOR EDUCATION DEVELOPMENT, AND CHAIRMAN OF THE PRESIDENT'S COMMISSION ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

Dr. PERKINS. Thank you, Mr. Chairman.

I only want you to use your gavel with the same restraint that I did in dealing with you on the Commission, sir.

Mr. SIMON. You were very restrained; I have to give you credit.

Dr. PERKINS. With some members.

Thank you, Mr. Chairman.

I have filed a brief statement about my interest in your very important legislation around which these hearings have been organized.

Let me just make some quick comments that may take somewhere around 5 to 10 minutes, which I gather is the time allotted to me.

First: I know I do not need to indulge in my usual opening paragraphs about the importance of foreign language in the United States, their connection with international studies, the role they play with our national security programs, with our international economic and export programs, and with respect to our domestic pluralistic ethnic society.

All of these factors together have raised in the recent half decade the attention of the United States to the disjunction between the rises in the importance of foreign language capability on the part of the United States, on the one hand, and the decline in the attention given to foreign languages in our school systems running from kindergarten through grade 8.

It is this disjunction that led to the formation of the President's Commission, and was the key, if there was a keynote to our studies and our report, it was to sharpen the understanding of this disjunction, to indicate the dangers if this growing gap were not closed that led to a whole series of recommendations in the President's Commission report.

Speaking to that gap and that disjunction, let me say a few words about the importance of foreign language and its difficulties in our country.

There are four points I want to mention. One, any study requires a minimal of understanding to what purpose the study is being put, and we have extreme difficulties in this country in developing appropriate motives for young people coming through the school to develop either a written or a spoken knowledge of a foreign language for two reasons.

Up until recently, with the increase in ethnic minorities, they never heard the foreign language on the streets. We now hear it in all the taxicabs in New York, mostly Spanish, so that is one difficulty that they don't hear it at home, and when we go abroad, they are told, and I think largely incorrectly, that everybody speaks English.

By everybody, I mean the importers, the people in the foreign taxicabs, in the hotel lobbies, at the desk, but beyond that, there is a huge population.

Perhaps 80 percent of the world has no understanding of English at all.

The first point I would make is that the foreign language program has to recognize and deal directly with the disadvantage we have in not having a society like the European countries, where one can hear and indeed one must use a foreign language as part of one's daily activities.

The second point I would make about our language requirement is that it must have an early start, and I don't know the figures, even my great colleague, Barbara Burn, has not supplied them for me, about what percentage of primary schools offer a foreign language at all.

I am told that it is as low as 1 percent.

It may be that a higher number should be used, and if that becomes important, Richard Brod would know, and if he does not, we will address a letter to the Modern Language Association.

The third part of a language program, aside from the necessity for an early start, there must be good teaching, and the Commission, as you know, Mr. Chairman, ran across the track that our teaching of foreign language is going downhill. People are dealing more and more routinely with a subject that can be made interesting, and surely, this must be part of the total reorganization or reorientation program.

Our teaching is in a state of disrepair. Only a small fraction of those who are teaching a foreign language in primary or secondary schools have had any training in the teaching of a foreign language beyond high school.

No wonder they are not able to inspire youngsters and they become all important for the first reason I mentioned; namely, that we have to take extraordinary measures to overcome the basic difficulties we have due to our geography and our Anglo-Saxon ethnic dominance.

The fourth point was made vividly by the Minister of Education in Romania some years ago, who said after 4 years of study they decided that their foreign language program had to have a continuity starting with third grade and running right straight through to college.

A break of any importance between 3d and 12th grade was to lose a large part of the investment, so now every youngster in Romania at third grade must select one of four foreign languages.

Incidentally, English is chosen by 80 percent of the youngsters and Russian 2 percent, a matter that has provided some individual consternation between the Romanians and Moscow.

About 2 years after that at fifth grade, they must select a second foreign language and they must continue both of these right straight through high school. Continuity is not part of the American picture.

Some people who start their language in primary school drop it in high school. Most of them do not start, and if they take it at all through high school, they drop it in college. There is no continuity that is needed for the development of linguistic ability which must start early, and cannot be interrupted. It can only be interrupted if you go to a foreign country and live in a foreign culture but that is only a very tiny fraction of students who have that advantage.

Let me turn specifically to the two areas mentioned in this very important legislation, the Foreign Language Assistance Act.

The first point, well, the general point I would make is, and I have already made it, that the absence of teaching of a foreign language at a primary school level is an extremely damaging omission, because it is at this level that we all know, parents and even children know, a foreign language is most easily absorbed.

I can remember when I first took Spanish with the Berlitz School at the young age of 51 or 52, I was told by my teachers, Senior, the chances are 9 out of 10 that I was much too old to start learning a foreign language; I had too many disadvantages on my mind, and couldn't concentrate on what he was saying, and he was right.

A third grader doesn't have to worry about whether his wife's relatives are coming to dinner and to remember to take that package home with him, so he absorbs it very quickly.

The primary exposure to foreign language and the omission thereof is a very damaging omission. Learning is high but the visible incentive is low. This is the agonizing disjunction we have at the primary school level. High capability of learning a foreign language, low visible normal incentive, so at the start we have to take some extraordinary steps at the primary school level to turn around that imbalance.

This has led to a variety of suggestions, all of them good, increased use of foreign students who are increasingly flooding our schools, and they have children who are now coming up through the primary and secondary school grades, and this is true of almost every country, certainly true of us, and we have to develop, the word synthetic is wrong, but we have to develop alternate environments which we can create here at home, to the disadvantage of not being able to cross a border in an hour as they can in Europe and be in another culture.

I think that a second point is the point to which this legislation addresses itself; namely, that schools need an incentive. They need to be encouraged to hire foreign language teachers, improve the training of those they already have, and to encourage legislation which speaks directly to the notion of Federal support through grants based on the number of students who come into these language programs.

Knowing you as I do, Mr. Chairman, I know you know that you are dealing with a key part of a total picture. This alone will not turn it around but without it a key incentive will be missing, and this to me is the importance of this legislation.

Teacher training has to be improved. We have to deal with the problem of creating alternate environments that add realism to the study of foreign language and we have to connect up foreign language instruction with social studies to make it more meaningful, but your legislation provides a very key piece.

It is by financially encouraging schools to take on language instruction, so I say categorically that as part of a total picture it is an extremely important, extremely important matter, and I would say one other thing, that quite apart from the money involved or from the procedure which will have to be set up to see to it the money gets into the right hands, the very fact that a Federal legislation recognizes the priority of language teaching at the primary level will have its impact.

We frequently think money is the only thing that moves people, and it is not. Money helps, but the notion that people in the U.S. Congress think that teaching of foreign language at a primary school is important enough to warrant this kind of legislation, and that notion of priority will seep its way into the primary schools and into the families with, I hope, relatively high speed.

The other area you address yourself to, higher education; there the problem is, as we all know, and we agonized with this in the Commission, is the decline in the requirements for entry or for graduation from our colleges and universities with respect to foreign languages.

There has been a decline in that steadily over recent years, and it has to be reversed. We were not unanimous on feeling whether the requirement ought to be placed at the entry for the freshman year or for exit to get a degree. Some argued for either, or some argued for both.

I would say that I would settle for what may sound like a compromise; namely, that if the colleges set this requirement at entry to their colleges, universities, and in granting of their degrees, it will be a very substantial advantage in both admissions and graduation for students to come with an achievement capability in a foreign language.

I think a case can be made that a flat requirement for entering college will probably be discriminatory, both in terms of race and geography.

Second: Everybody really can get by without it.

There is a large number who would be embraced by the statement of preference that I have just described, and I think your action with respect to the higher education part of your bill is important.

With respect to the middle range, the secondary school, the suggestion in your bill that this be examined rather than be included in the first instance, is a very sensible suggestion, because we know that both the expense and the complexity of putting in this program into the secondary school, as well as primary and collegiate, would be a horrendous undertaking in the first instance, and it may well be after your secondary school study is completed, you may wish to recognize what I have said earlier; namely, that there ought to be a continuity of language speaking running from 1st grade through 12th.

I wouldn't want the implication to be read into this legislation, because I know you well enough to know it is not yours, that the secondary education level can be ignored.

You are just saying that it ought to be studied more carefully before you decide how it can become part of a continuous language change. If I am wrong about that, perhaps you will tell me.

Finally, I have two small points to mention.

We were extremely concerned and interested in the notion that language ability not be measured by the number of years you may take a language. Unfortunately, one negative comment I have about the bill as I now read it is that it refers again to a 2-year capability, as if that measured capability.

It is my very firm belief, Mr. Chairman, that 2 years of exposure to a foreign language, 1 year is insufficient and, 2 years does not address whether or not you are talking about speaking and reading, and it's the absence of the spoken language that is one of our greatest deficiencies.

I would say that the 2-year time served is no way in which we deal with, let's say, mathematics. Nobody passes a language requirement by saying I had 2 years of mathematics; you have to say geometry or trigonometry or whatever.

Fortunately, partly under the Commission's inspiration but not our initiation, the Foreign Services Institute, in conjunction with a good many colleges and the Educational Testing Service, have developed fairly sophisticated measuring routes now for determining

what the achievement level is of a foreign language as opposed to the time served, and I would hope if this bill is to be rewritten or modified in any way that some attention would be given to the need for developing measures of achievement rather than just the number of times or years you served.

My final comment, Mr. Chairman, is a reflection of what I said in the beginning; namely, that I think one of the greatest services performed by your committee and by this legislation, and if I may embarrass you, Mr. Chairman, about your good self, has been the fact that you are interested.

You have no idea what water on the desert has been to the foreign language community to find that a group of leading Congressmen, now added by the Senate too, are really taking an effective leadership in telling the country this is important, you intend to do something about it, and you ought to cooperate.

Thank you, Mr. Chairman.

[The prepared statement of James Perkins follows:]

PREPARED STATEMENT OF JAMES A. PERKINS, CHAIRMAN, INTERNATIONAL COUNCIL FOR EDUCATIONAL DEVELOPMENT

I am pleased to testify before the Select Education Subcommittee with respect to the Foreign Language Assistance Act, H.R. 7580, and House Concurrent Resolution 301. Paul Simon, a father of the President's Commission on Foreign Language and International Studies, was a colleague and friend in that enterprise. The impact of the Commission on foreign language and international studies in this country will depend greatly on his continuing efforts and those of his many colleagues within Congress and outside who support this crucial field.

The President's Commission called attention to "America's scandalous incompetence in foreign languages." The current state of foreign language and international studies in the United States presents grave problems. As the Commission stated: "Our schools graduate a large majority of students whose knowledge and vision stop at the American shoreline, whose approach to international affairs is provincial, and whose heads have been filled with astonishing misinformation."

In the ten months since we reported to the President, the situation has begun to improve, but a much greater effort is needed. The Foreign Language Assistance Act will help significantly in meeting this need. Its objectives, namely, to encourage expanded enrollments and improved teaching in foreign languages at all levels, have my wholehearted endorsement.

Although comprehensive and exact statistics on language enrollments in our elementary schools are hard to come by, we know that a great many of these schools teach no foreign languages at all. At many of those which do the teaching is so limited and ineffective that the pupils gain little from it. But as people learn a foreign language most readily as young children when the learning comes easily and is even a game, our failure to teach foreign languages in the elementary schools is an enormous waste of an opportunity. This is all the more true because statistics show that students who have studied a foreign language at school are more likely to pursue language study at college. That the federally funded Foreign Language in Elementary Schools (FLES) program of the early 1960s which attempted early language training failed to live up to expectations did not invalidate the goals of the program. It underscored the importance of matching the goals with effective means.

The handful of international schools in the United States and the larger number in Europe set up for the children of staff working for the European Economic Community in Paris, Geneva and elsewhere dramatically demonstrate the impressive language learning possible when it is an important part of the curriculum. Here in the nation's capital the Washington International School is a notable example of the foreign language skills children can acquire at a young age.

In general, however, the motivation for foreign language study in kindergarten through sixth grade is limited. The enhanced job prospects that knowing a foreign language offers have little reality to young children. For example, the fact that the beginning salary for college graduates in agricultural economics is several thousand dollars higher if they know a foreign language is hardly likely to register with college or high school students, let alone grade school children. For these reasons it is important that federal funding energize foreign language teaching at its weakest

point, namely our elementary schools, as is proposed in the Foreign Language Assistance Act.

Having said this, I must emphasize that funding the elementary schools to put more children into foreign language classes is by no means the main or chief solution to strengthening foreign languages in the schools. Federal funding is not enough by itself. As the President's Commission on Foreign Language and International Studies found, foreign language teaching requires dramatic improvement (including more use of the techniques of drama). Foreign languages should be taught so as to turn students on to foreign language learning rather than, as so frequently occurs, to turn them off. On this point the President's Commission identified as a persistent problem in foreign language instruction a "lack of imaginative language-training courses that touch, excite or motivate students."

At the higher education level the proposed legislation would provide concrete encouragement to our colleges and universities to require foreign language for admission or graduation. The President's Commission urged the reinstatement of such requirements. As was emphasized to me at meetings with the Chief State School Officers, if the colleges do not require foreign language for admission, the schools are not likely to feel impelled to teach them.

I have, however, some reservations with regard to the nature of the foreign language requirement in the proposed bill. Defining it in terms of two academic years of foreign language credits perpetuates a major deficiency in foreign language teaching in our schools and colleges. It perpetuates the notion that foreign language learning should be measured by the number of hours sat in the classroom rather than the actual proficiency achieved. I would therefore hope that the legislation could be modified to define foreign language requirements in terms not of academic credits but of proficiency, at least as a long range goal at such time as we have an effective system for assessing proficiency or competence in our schools and colleges. The development of such a system has been underway in the last year or so through the collaborative efforts of the Foreign Service Institute of the Department of State, a dozen or so colleges and universities, and the Educational Testing Service. The President's Commission was impressed by this development and stressed the importance of competency assessment as a goal in our recommendations.

Somewhat related to this point, Section 2(2) of the bill provides that "foreign language teaching which is more than rote memorization should be encouraged." As this statement implies, foreign language teaching should not concentrate chiefly on reading and writing but on speaking and understanding. In its study for the President's Commission the Rand Corporation found that American businesses involved internationally give a low priority to foreign language in staff recruitment because so few people coming out of our colleges and universities, even the foreign language majors, have a working competence in foreign languages.

This finding confirms the urgent necessity to survey the effectiveness of foreign language training, as provided in the proposed legislation with respect to grades 7–12 and the community colleges. One way to inject more content and vitality into foreign language teaching is to use it more as a vehicle for teaching about other countries and cultures, as urged in H.R. 7580. In so doing we should avail ourselves of the rich resource which the more than a quarter million foreign students in American higher education constitute. So too do the returned Peace Corps volunteers and the thousands of foreign visitors coming to this country every year. And, as implied by both H.R. 7580 and House Concurrent Resolution 301, social studies and foreign language programs in our schools should work much more closely together in strengthening this teaching about other countries.

The Foreign Language Assistance Act calls for extra funding for the less commonly taught languages. Inattention to them was yet another persistent problem in foreign language instruction identified by the President's Commission. For some 80 percent of the world's population the uncommonly taught languages are their languages; they must be part of the U.S. foreign language capability if we are to communicate with these people as required for economic, political and cultural purposes.

To conclude, the purposes to be served by the Foreign Language Assistance Act are crucial and urgent. Although its provisions will need to be complemented by increased efforts to improve the quality of foreign language teaching and to motivate students to study foreign languages, H.R. 7580 is an extremely important step. Most important, it is a concrete acknowledgement of the responsibility of the federal government for strengthening foreign language teaching in this country.

Mr. SIMON. We thank you, Dr. Perkins, for your testimony. Just a comment or two.

One: I have asked my staff to note your suggestion that some kind of reference to an emphasis on the spoken language ought to be included.

Dr. PERKINS. Excuse me, Mr. Chairman; again a report on a foreign experience; the Peking Foreign Language Institute has five departments in their foreign language institute; one for reading, one for writing, one for speaking, one for listening, and one for translation.

They say they have discovered that those five needs address themselves to different skills and different teaching arrangements, and they also say that the way in which you encourage people to really get into the business of learning to read and write is to first spend the whole first year on speaking and listening.

Then they take up reading and writing, and then they take up grammar. Mr. Brod will shoot me for entering into his field. Even from the Chinese we may have something to learn on the teaching of a foreign language.

Mr. SIMON. There may be a great deal to learn. One of our observers from the Embassy of the Netherlands mentioned that about 80 percent of the people in the Netherlands have a functional ability in another language.

Dr. PERKINS. And more than one.

Mr. SIMON. Probably a very high percentage in more than one.

Dr. PERKINS. I don't know the gentleman, but he is probably too modest to say, but I think I am correct; Holland and Denmark are the countries that have the largest language proficiency on the part of their high school graduates of any country in Europe.

Mr. SIMON. I don't think there is any question about that and geography certainly plays a role, but geography is not the reason for Japan or China putting great stress on language.

Dr. PERKINS. Yes.

Mr. SIMON. Any suggestions that you or anyone else here has on the question of the 2-year question that you mentioned? In a bill you have to put something concrete. As you reflect on this, can you suggest any modifications?

Dr. PERKINS. May I send you a paragraph on that point?

Mr. SIMON. We would appreciate it. We can also put things in the report of the committee which do not have the same status as law, but make clear to the Department of Education or any other agency what the legislative intent is.

Dr. PERKINS. Part of the legislative history.

Mr. SIMON. That is correct; one of the reasons we did not touch on the high school area, was, that our colleague and mutual friend, Millicent Fenwick, felt very strongly that this should not be included, but we also felt by pushing at the college level we would indirectly influence high school curriculum. If you have a requirement either for entrance or graduation in order to get those Federal funds, there would be a great push on the high schools to provide this instruction.

Dr. PERKINS. I thought by mentioning the high school and the primary school, I mean mentioning the college and the primary school, but not mentioning the high school knowing your ingenious way of getting attention, this was your way of focusing on the high school needs.

Mr. SIMON. You give me greater wisdom than I have; I am afraid.

A question, and then I will yield to my colleague from Florida.

There are those who say we are in a period of inward movement. We are looking inward constantly. You can see it in a variety of ways, the rising protectionism, and the feeling, let's keep the Cubans out and a host of ways. People are saying we don't want to have anything to do with the rest of the world.

Dr. PERKINS. The Cubans and the Toyotas.

Mr. SIMON. Some people are saying, this is not the time, to be moving toward more work in international studies and foreign language.

How would you respond to some of my colleagues in the House or Senate who take this position?

Dr. PERKINS. Well, I think I first concede that this is the fact, that there is such a tendency, and I would describe its extreme danger in allowing that to continue, and I would like to ask them if they know what percentage of the profits of American business come from their overseas business and how they are rising.

I believe it is now something like 30 percent of the profits of the first 500 companies in the United States is earned overseas and that figure just 10 years ago was something under 20 percent, and my business commerce friends tell me that that percentage is likely to rise.

Ask them how an inward-looking philosophy and capability is going to deal with an outward advantage.

The second thing I would say to your colleagues would be, any security issue you wish to look at shows that ignorance of what is going on, what the intentions of people outside the United States are with respect to us and our interests, is on the increase.

I don't think there is a time in our life when in the history of the United States when it was so important to know what was going on in the minds of the tribal people in Afghanistan, the difficulties going on between North and South Korea, the tribal difficulties in making a country out of Nigeria, and to say we can be ignorant and secure is just sheer foolishness.

You will not call your colleagues foolish, but you might want to say that those who claim this might be indulging in not very straight thinking.

Mr. SIMON. Mr. Stack?

Mr. STACK. I want to certainly welcome our very distinguished witness and thank him for his testimony.

I don't know that I have anything particular to add except this, that I find it almost unbelievable that people can these days get into college or graduate from college not having had at least some exposure to one or more foreign languages.

Dr. PERKINS. Unbelievable but true.

Mr. STACK. Yes; and I think back to my own college days many, many years ago, and I recall at Columbia we had to have two languages, but we were required to have only reading proficiency. Even at that level, whether you achieve proficiency in speaking a foreign language, some knowledge of a foreign language is almost essential to get a degree from a university.

I can't quite believe that people can graduate from colleges and universities and not have any knowledge of foreign languages.

Dr. PERKINS. That must be particularly true in Florida. You have a large Spanish-speaking population.

Mr. STACK. In our largest county 37 percent of the total population of the county is Hispanic, and that, of course, is a rather special circumstance, but beyond that I do believe, you pointed out certainly very well the differentiations of skills that may be achieved, and I believe there is a need for all of those levels, and of course, definitely we would like to see some of our young people acquire a proficiency in speaking the languages.

The comments made by the chairman, and you certainly made it evident, instead of a turning in we should be doing just the reverse at this time. We have to be conscious of our relationship to the world and some of the things that we do here, this has become very clear, that we cannot just retreat to isolationism, and one of the ways obviously that we can help to improve our knowledge and understanding of the world is through language training. I commend the chairman for having brought this to the committee and we will support his legislation.

Thank you, Mr. Chairman.

Mr. SIMON. Thank you, Mr. Stack.

Mr. Erdahl?

Mr. ERDAHL. I apologize for coming in tardy, but I heard the last part of your comment to a question from Mr. Simon. Certainly we join together in seeing that there should be more emphasis on not only understanding other languages and other peoples and other cultures, but it is something we really have no choice and we must do.

The incentives that come through this bill are not quite as forceful, as some of you may have viewed with me, in the second episode of "Shogun" last night, where the hero is placed in this village in Japan and the people there are bowing and are very sad, because they are told if he doesn't learn to speak Japanese in 6 months the village will be destroyed and every single person in the village will be killed.

Mr. SIMON. Do you have an amendment to my legislation?

Mr. ERDAHL. Well, that is an idea. I think that we can give incentives which are better than penalties and I would hope that we can give incentives for people to go ahead and not only learn but have a proficiency in another language. Just in the world of economics, I think of the opportunities for young people which should be an incentive.

A young lad who works for one of my colleagues in the Congress as an intern, is going to graduate school in Washington, rode in with me this morning. I mentioned this hearing, and he said he thought there was an undue emphasis placed on language assistance at the graduate level.

He felt that the incentive should be available at an earlier level. I will put that out to you and I will transfer your answer to my young rider and friend today.

What is your reaction to that? I guess we should be talking every level, elementary through graduate school?

Dr. PERKINS. That was precisely what I said earlier. Not knowing that I was going to anticipate your far clearer and shorter comment on this score, I did argue, Mr. Erdahl, that language learning was a continuous business. It starts at primary school where you can learn it fastest, but it must not be dropped.

I quoted of all people, the Rumanians who have long since discovered that their program involves starting at third grade and running right straight through high school, so each level ought to give some attention to this, and that it is at the earlier level where you can learn it the fastest, at least the spoken language the fastest, and one of the reasons I compliment the chairman and the rest of you who are supporting this legislation, that it does focus on the first level, although he would be the first to say you can't stop it at the primary school because by the time you get to college you will have forgotten what you learned.

I join with your colleague in saying certainly the younger age is the age you can learn.

Mr. ERDAHL. Across the street from us lives a Vietnamese family. We have a little daughter who is 4 years old, and their little daughter is about the same age. I would dare to venture this little Vietnamese girl has learned more English in 6 months from our little daughter than she learned in school.

Dr. PERKINS. That is true. How much Vietnamese has she learned?

Mr. ERDAHL. Very little; she speaks it with her mother. She has learned very little.

Dr. PERKINS. One of the things I mentioned too, I think our schools should take more advantage of a large number of ethnic minority children like this as a way of encouraging interest in understanding Vietnam, because they have the kids right in the neighborhood.

It is what we can learn from them as well as what they can learn from us.

Mr. ERDAHL. Thank you so much.

Mr. SIMON. Let me underline once again a comment of my colleague from Minnesota. When we talk about language, we are not talking about something in isolation, we are talking about learning a culture and its language. And, if I may say so, this is somewhat different than foreign language when we studied it.

It was almost as though a foreign language was something that would be used on the Moon somewhere, and you had no sense of the culture. Fortunately this has changed dramatically.

Dr. PERKINS. If you want the dramatic nature of modern foreign language, you get our colleague, John Rassias, to give you an example of how he teaches his foreign language at his school.

Mr. SIMON. It would not be a bad idea to have a demonstration class here at some point.

Dr. PERKINS. You will come away with a different idea of how foreign language should be taught really. You may have to sell tickets at the door.

Mr. SIMON. Well, we thank you, Dr. Perkins, not only for your testimony here, but for the very significant contribution you have made to the Nation.

Dr. PERKINS. May I tell Mr. Erdahl, can I congratulate you on the acquisition of one of my oldest friends, Harlan Cleveland, who has gone to Minnesota.

Mr. SIMON. Our next witnesses are a panel, Dale Lange, president, 1980, American Council of Teachers of Foreign Language; Peter A. Eddy, Center for Applied Linguistics.

Mr. Lange is the president of the American Council of Teachers of Foreign Language, and let me commend you and your executive director.

We are very pleased to have you here. You may proceed as you wish.

## STATEMENTS OF DALE LANGE, PRESIDENT, 1980, AMERICAN COUNCIL OF TEACHERS OF FOREIGN LANGUAGE, AND PETER A. EDDY, CENTER FOR APPLIED LINGUISTICS

### STATEMENT OF DALE LANGE, PRESIDENT, 1980, AMERICAN COUNCIL OF TEACHERS OF FOREIGN LANGUAGE

Mr. LANGE. I would like to read part of my statement, the parts which I think are most important.

Let me first of all take this opportunity, Mr. Chairman, to thank you for your generous support on behalf of foreign language learning in the United States.

Your authorship of H.R. 7580 has given courage to the many language teachers in this country who have felt alone and discouraged, believing that they were the only people concerned with the deteriorating foreign language capability of American citizens.

It is quite obvious that without your persistence the inadequacies of Americans in pursuing language study would have come to the public's attention much later. Thus, this bill, as one of the first pieces of legislation to be introduced in the Congress following the issuance of the report of the President's Commission on Foreign Language and International Studies, is hopefully part of a total legislative package which picks up on other major priorities of that document and which provides some consistent and long-range support to deal with this country's language and international studies needs.

I would also like to take this opportunity to thank Congressman Erdahl from the First Congressional District in Minnesota for his support in assuring an opportunity to appear at this hearing.

The remarks in my statement are essentially divided into four categories, and I would like to deal with, first of all. efficiency of language training, and articulation and proficiency standards. Those are the two most important parts of the statement that I have made.

As H.R. 7580 currently stands, it recommends only a study of the effectiveness of foreign language training in secondary schools and community colleges. Without any difficulty one can very easily make the argument that effectiveness of language training needs study not only in secondary schools and community colleges, but at the elementary school and university level as well.

In fact, because of a serious lack of inattention to the preparation of teachers at the university level, it would appear that a

study of effectiveness of language training might best be directed toward that level.

Lack of teacher preparation at the university level, as at any level, leads to a lack of effectiveness because the curriculum is poorly defined and articulated, teaching strategies are unevenly applied, objectives are not met, all of which can lead to the development of negative attitudes toward language learning on the part of both students and teachers.

The same problem occurs in elementary programs of language learning, but certainly in different proportions. Ineffectiveness is there contextual; it operates across all educational levels, not just at the secondary level alone. The education profession has addressed effectiveness of language training over the past 30 years, and I mention, there is a biography at the end of my statement indicating what those studies are, those studies indicate in a very general sense that time and expectations play important roles in language learning.

Generally the longer the time available for learning, the more language is learned; and students generally learn what teachers expect from them. Since these studies have been completed at various levels of learning and generally relate to the same conclusions, we can argue that effectiveness, defined as the production of results, in this case the ability to use another language, operates within these variables.

We also know that aptitude for language study and attitude toward the language, the goals of language study and the learning environment itself interface with time and expectations. Thus, the language teaching profession knows what the major variables that relate to effectiveness of language learning. What we do not know is how to manipulate these variables including learning strategies to make language learning in all school levels even more effective within current and desired amounts of time for instructions.

It is in this light that we would recommend consideration of incentive funding for a geographically disparate group of elementary, secondary schools and colleges or universities to serve as model programs for differing alternatives in language learning.

These model programs could then develop a defined curriculum, defined strategies of instruction, appropriate materials, and train teachers for the specific alternative. These programs could then be evaluated at all stages for dissemination to others for their consideration and choice.

I have also outlined six different alternatives which I will not go into. They are in the statement, and that can essentially suffice except for perhaps mentioning them.

Incentive language learning training, immersion schools, potential use of bilingual programs, global education, evaluation and examination of foreign language competence in higher education and incentive funding in international studies combined, and an opportunity to look at currently what we are doing in regular school and collegiate offerings.

In each of these models, language learning and teaching strategies, curriculum, materials, teacher preparation, and testing procedures need to be defined and evaluated for their contribution to the effectiveness of each model. In turn, the models need to be evaluat-

ed against proficiency standards which could be developed from current proficiency statements such as the Foreign Service Institute statements in order to know what can be expected from each model.

I would like to go on to articulation and proficiency standards. Having been a teacher of English and German in the schools for over 10 years prior to entering a university teaching career, I wish to express concern about the nature of section 5 of this bill.

The encouragement of a 2-year foreign language program through this bill is, in my perception, somewhat inappropriate because it could negate gains in the awareness among teachers and learners at the elementary and secondary school levels that language learning cannot be effectively accomplished in that short period; we are talking about 300 hours at most.

Such encouragement will also tend to negatively force college and university standards for amounts learned onto the secondary schools. There needs to be an understanding at both the secondary and college/university levels of what students can learn of another language in the amount of time available for learning.

But articulation between secondary schools and college programs will not necessarily come about as a result of giving grants to IHEs which require 2 academic years of language for each entering student in the IHE.

Such requirements in the past forced college standards on secondary schools, standards which were not necessarily applicable to secondary schools. Much hard feeling existed in the fifties and sixties between secondary school and college teachers of foreign language as a result of this situation.

What is needed to resolve this problem is the examination of the kind of language proficiency that can be obtained in the various language learning alternatives which have been mentioned above. From that examination, reasonable minimal expectations of proficiency in oral and written communication could be established for each alternative.

Colleges and universities would then know what to expect from the different program types and could then plan to place students where they most appropriately belong in their language courses or excuse them entirely from further basic study.

It is my assumption that statements establishing minimal proficiencies and the evaluation of those proficiencies would be similar to the statements and procedures used by the Foreign Service Institute and other Government agency language schools.

Having been through a recent workshop at the FSI language school on the oral interview and having worked with graduate students who have evaluated the feasibility of an FSI-type interview in evaluating elementary and secondary school language teacher proficiencies for certification, I find that it is not too difficult to find agreement on the level of proficiency of nonnative speakers of the target language when a carefully written set of criteria for each level has been written.

It would appear that this procedure, though useful within the Government, needs modification for use outside the Government to help develop standards as well as the means to evaluate those standards.

Assistance is needed to produce the statements and studies to evaluate the oral interview procedure against a revised set of proficiency statements as they are used at different points in the learning system; at the end of secondary school, after both 1 and 2 years of college language learning, for teachers prior to certification or hiring as teaching assistants, and to evaluate language proficiency at the graduate-school level.

Language learning is a complex problem. It is not resolved by forcing standards with requirements at the college level which limit the choice of alternatives at lower educational levels.

The definition of minimal proficiencies in oral and written communication and the means to evaluate those proficiencies will help the profession insure that efficient language learning is taking place.

The Foreign Language Assistance Act might help in developing an awareness not only of the efficiency of alternatives, but also how they relate to standards of proficiency if moneys were devoted to such development.

I think those are the two parts of the statement that I would like to read into the record.

[The prepared statement of Dale Lange follows:]

PREPARED STATEMENT OF PROF. DALE L. LANGE, PRESIDENT, AMERICAN COUNCIL OF TEACHERS OF FOREIGN LANGUAGE, UNIVERSITY OF MINNESOTA

TESTIMONY ON H.R. 7580

Let me first of all publicly thank you, Congressman Simon, for your generous support on behalf of foreign language learning in the United States. Your authorship of H.R. 7580 has given courage to the many language teachers in this country who have felt alone and discouraged, believing that they were the only people concerned with the deteriorating foreign language capability of American citizens. It is quite obvious that without your persistence the inadequacies of Americans in pursuing language study would have come to the public's attention much later. Thus, this bill, as one of the first pieces of legislation to be introduced in the Congress following the issuance of the report of the President's Commission on Foreign Language and International Studies, is hopefully part of a total legislative package which picks up on other major priorities of that document and which provides some consistent and long-range support to deal with this country's language and international studies needs.

I would also like to take this opportunity to thank Congressman Erdahl from the First Congressional District in Minnesota for his support in assuring an opportunity to appear at this hearing.

As you are probably already aware, the American Council on the Teaching of Foreign Languages has informed its Alert Network of the introduction of the Foreign Language Assistance Act into the legislative process. We have also provided the Networkers with a complete copy of the bill as introduced to the House, suggesting to them that their responses to the bill be sent both to Mr. Simon and to their own congressmen. We have urged the Networkers to request that the letters reflect the opinions of the ACTFL constituency. In that way, ACTFL is playing a supportive role, giving the membership the opportunity to give their opinions and feedback directly to the bill's author and their own representatives.

Although ACTFL is playing this supportive role, it still has some concerns about the legislation which it wishes to share with this Sub-Committee. These concerns have developed from discussions within the ACTFL leadership structure. They are offered as a positive display of our desire to make this bill as helpful as it can be to deal with language learning in American schools and colleges.

My remarks are divided into the following categories: Efficiency of language training, articulation and proficiency standards, the concept of capitation, and opportunity for educational equality.



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EFFICIENCY OF LANGUAGE TRAINING

As H.R. 7580 currently stands, it recommends only a study of the effectiveness of foreign language training in secondary schools and community colleges. Without any difficulty one can very easily make the argument that effectiveness of language training needs study not only in secondary schools and community colleges, but at the elementary school and university level as well. In fact, because of a serious lack of inattention to the preparation of teachers at the university level, it would appear that a study of effectiveness of language training might best be directed toward that level. Lack of teacher preparation at the university level, as at any level, leads to a lack of effectiveness because the curriculum is poorly defined and articulated, teaching strategies are unevenly applied, objectives are not met, all of which can lead to the development of negative attitudes toward language learning on the part of both students and teachers. The same problem occurs in elementary programs of language learning, but certainly in different proportions. Ineffectiveness is therefore contextual; it operates across all educational levels, not just at the secondary level alone. The language education profession has addressed effectiveness of language training over the past thirty plus years with large scale studies (Angiolillo, 1947; Agard and Dunkel, 1948; Scherer and Wertheimer, 1964; Smith, 1970; and Carroll, 1975) which indicate in a very general sense that time and expectations play important roles in language learning. Generally the longer the time available for learning, the more language is learned; and students generally learn what teachers expect from them. Since these studies have been completed at various levels of learning and generally relate to the same conclusions, we can argue that effectiveness, defined as the production of results, in this case the ability to use another language, operates within these variables. We also know that aptitude for language study (Carroll, 1962) and attitude toward the language, the goals of language study (Gardner and Lambert, 1972), and the learning environment itself (Carroll, 1963) interface with time and expectations. Thus, the language teaching profession knows about the major variables that relate to effectiveness of language learning. What we do not know is how to manipulate these variables including learning strategies to make language learning in all school levels even more effective within current and desired amounts of time for instruction.

It is in this light that we would recommend consideration of incentive funding for a geographically disparate group of elementary, secondary schools and colleges or universities to serve as model programs for differing alternatives in language learning. These model programs could then develop a defined curriculum, defined strategies of instruction, appropriate materials, and train teachers for the specific alternative. These programs could then be evaluated at all stages for dissemination to others for their consideration and choice. Such alternatives may be those described below.

1. *Intensive language learning training.*—This strategy in terms of time could be defined as any amount of time used in concentrated fashion beyond one hour per day, five days per week. Colleges and universities and a few secondary schools, as well as summer language camping programs are currently involved with this idea. However, their efforts on an individual program basis have not been systematically evaluated; we are not certain of their effectiveness: We do not know what they teach, how they teach, how students learn in those conditions, or how and if students are successful in such programs.

2. *Immersion schools.*—These schools are defined as offering all instruction in the second language with one hour of the school day devoted to the study of the native language (English). This concept is being used by a handful of schools in the United States. It basically comes from the Canadian experiment with bilingual education which may work in Canada, but the evaluation of which for U.S. schools is not yet completed. It may be that this strategy could work best for French in Louisiana and parts of New England where French is commonly used than in Colorado where the language of such a program might be Spanish or in Minnesota where the language to be [illegible]ed might best be German. In spite of what appears a useful concept for American elementary schools, clear methodology, sufficient materials, a defined curriculum and teachers trained to teach in such schools remain serious problems.

3. Incentive funding might also be used to support those schools who wish to include forty percent of English-speaking mono-lingual children in their bilingual programs, a possibility under the Bilingual Education Act. Monies combined for bilingual education and second language learning could be used to offer and evaluate the bilingual schools setting as a model learning strategy for those students who are English monolinguals. It is my understanding that schools do not necessarily take advantage of the 40 percent rule for monolingual English speakers in bilingual education programs. Such an opportunity would, if given incentive, also give foreign language and bilingual educators a chance to get together in a common cause.

4. Global education, which intends to make students in schools aware of the interrelatedness of countries and cultures, includes foreign language study, at least theoretically. Currently no programs exist to determine the effectivness of such a model on a K-12 basis. Since the President's Commission Report argued for the exploration, development, and implantation of international studies in K-12, incentive funding might be used to develop a model for global education which could be implemented and evaluated not only for effectiveness of language learning, but also for the ability of students to operate in an interrelated world.

5. In higher education, the development of foreign languae competence within international education studies is certainly not clear if we make the assumption as does the President's Commission Report that these two areas need to be brought together to serve each other. Incentive funding then would be appropriate for the creation of model foreign language and international studies programs in higher education which could be evaluated for their effectiveness in both areas. It appears that current area studies programs do not include a strong language program which related to the study of the area. Monies could be given as incentive to bring language study more into focus in such programs.

6. Carefully defined and articulated regular school and collegiate offerings can also serve as models since all schools will not adopt any one single model. Since many schools in the United States still offer only a two or three year program and four and six year programs are not uncommon, incentive funding could be used to help locate such programs, evaluate their effectiveness, and relate this effectiveness to other models.

In each of these models, language learning and teaching strategies, curriculum, materials, teacher preparation, and testing procedures need to be defined and evaluated for their contribution to the effectiveness of each model. In turn the models need to be evaluated against proficiency standards which could be developed from current proficiency statements such as the Foreign Service Institute statements in order to know what can be expected from each model.

To conclude this section, I should like to suggest that incentive funding should be used as a concept to examine the effectiveness of language learning models at all levels. We must not be side-tracked by thinking that a higher education model or an intensive learning model are in themselves more effective than any other model. We simply do not know.

The research and development that must take place before we can know more about the effectiveness of different models could be supported by this bill if it were modified from its present form to deal with appropriate models for different educational levels, evaluated against some standardized language proficiency expectations.

### ARTICULATION AND PROFICIENCY STANDARDS

Having been a teacher of French and German in the schools for over ten years prior to entering a university teaching career, I wish to express concern about the nature of Section 5 of the bill. The encouragement of two year foreign language program through this bill is, in my perception, somewhat inappropriate because it could negate gains in the awareness among teachers and learners at the elementary and secondary school levels that language learning cannot be effectively accomplished in that short period (300 hrs. at most). Such encouragement will also tend to negatively force college and university "standards" for amounts learned onto the secondary schools. There needs to be an understanding at both the secondary and college/university levels of what students can learn of another language in the amount of time available for learning. But articulation between secondary schools and college programs will not necessarily come about as a result of giving grants to IHEs which require two academic years of language for each entering student in the IHE. Such requirements in the past forced college standards on secondary schools, standards which were not necessarily applicable to secondary schools. Much hard feeling existed in the 50s and 60s between secondary school and college teachers of foreign language as a result of this situation.

What is needed to resolve this problem is the examination of the kind of language proficiency that can be obtained in the various language learning alternatives which have been mentioned above. From that examination, reasonable minimal expectations of proficiency in oral and written communication could be established for each alternative. Colleges and universities would then know what to expect from the different program types and could then plan to place students where they most appropriately belong in their language courses or excuse them entirely from further basic study.

It is my assumption that statements establishing minimal proficiencies and the evaluation of those proficiencies would be similar to the statements and procedures

used by the Foreign Service Institute and other government agency language schools. Having been through a recent workshop as the FSI language school on the oral interview and having worked with graduate students who have evaluated the feasibility of an FSI-type interview in evaluating elementary and secondary school language teacher proficiency for certification, I find that it is not too difficult to find agreement on the level of proficiency of non-native speakers of the target language when a carefully written set of criteria for each level has been written. It would appear that this procedure though useful within the government needs modification for use outside the government to help develop standards as well as the means to evaluate those standards. Assistance is needed to produce the statements and studies to evaluate the oral interview procedure against a revised set of proficiency statements as they are used at different points in the learning system: at the end of secondary school, after both one and two years of college language learning, for teachers prior to certification or hiring as teaching assistants, and to evaluate language proficiency at the graduate school level.

Language learning is a complex problem. It is not resolved by forcing standards with requirements at the college level which limit the choice of alternatives at lower educational levels. The definition of minimal proficiencies in oral and written communication and the means to evaluate those proficiencies will help the profession ensure that efficient language learning is taking place. The Foreign Language Assistance Act might help in developing an awareness not only of the efficiency of alternatives, but also how they relate to standards of proficiency if monies were devoted to such development.

### THE CONCEPT OF CAPITATION

While we know that capitation could be a very useful concept in granting monies to support foreign language training in schools and colleges, we are also concerned about our perception that the monies granted may not be used to address the real problems of language learning. While it may be that regulations for the administration of this legislation will suggest controls over the use of the money, it is not as yet clear what they will be. Section 4(3) suggests that the Secretary establish standards for instructional programs and require evaluation of such programs including student progress. Yet there is a lack of specificity as to how the money will be spent. Let me use an example in higher education. The University of Minnesota has a requirement for graduation from its College of Liberal Arts; in theory at least it has approximately 1500 French, 1000 German, and 1500 student studying language per student year in the first year alone and in theory 500 students of French, 300 of German and 500 of Spanish per student year in the second year. Since there is a language requirement, the University would receive $159,000 for its 5,300 French, German, and Spanish students if it applied for the money. What is important in this instance is not my mathematics or my interpretation of the bill, but rather how this money is to be used. Is it to be spent on the preparation and continuing in-service preparation of teachers at this level? Is it to be devoted to the coordination and continuing development of the language learning curriculum? Is it to be used to purchase new equipment (computer terminals, language laboratories, tape recorders)? How does the institution determine how it uses the money in relation to its needs? Can it be used to support the teaching of literature? Who judges the appropriateness of the application and according to what criteria?

On another issue, H.R. 7580 gives incentive funding essentially for foreign language study. It does not address the totality of foreign language and international studies. The ACTFL leadership has discussed the one-sided nature of the legislation and find it lacking in support for a coalition of foreign language and international studies. I have spoken about this coalition in another section of this paper. Foreign language instruction in our minds is not very well separated from global and international education. That these two areas seem to work together in a theoretical framework requires support for a practical coalition in the classroom. We had hoped to see support for this concept in this bill.

Finally, we are concerned about the use of capitation for the distribution of limited funds over a large number of institutions. Perhaps capitation should be used only to extend language learning programs such as third or fourth year secondary school or college programs; or to support the establishment of consortia of LEAs, and IHE, and the state education agency to determine realistic in-service needs of teachers.

In giving this list of suggestions for the use of capitation, we hope not to have confused the issue. We hope that in further consideration of this legislation the author and the committee would give further clarification to the use of capitation in providing incentives for the support of foreign language training to American schools and colleges.

OPPORTUNITY FOR EDUCATIONAL EQUALITY

While I am sure it is difficult to address, the equality of educational opportunity in learning a foreign language is not attended to in this bill. Large school districts and large universities with foreign language programs will apply for the monies appropriated for this legislation. Students in those programs will have the opportunity to continue their language study. Yet there will be those students who will not have the opportunity to study and language because such programs do not currently exist in rural areas and small colleges. I have recently heard of a foreign language development project of a consortium of schools in the small rural districts of northwestern Minnesota where language programs are too costly for any single school. In this project, the schools which are 25–35 miles apart are attempting to locate funds for a single teacher who will provide foreign language instruction to the students in the schools of the consortium via closed-circuit television. This example points out the necessity to provide support for those schools and colleges who do not have language instruction, but who would like to offer it for their students. In the current bill, it appears that such schools are ineligible to apply for incentive funds. How can such schools get into the formula?

Perhaps a more generous formula for small schools and colleges could be effected to help establish such programs. Or perhaps matching funds to hire a teacher in such situations for a three year period with the institution picking up the responsibility thereafter might also be a possibility. The opportunity to study a foreign language does not always exist. Incentive funding might be directed toward the establishment of such opportunity.

These are some of our concerns. Some suggested resolutions have also been offered. Both have been shared in a positive spirit so that you know what they are: Yet we support the effort of the bill's author in writing H.R. 7580. We hope to work with the bill's author, this subcommittee, and the Congress for the passage of a Foreign Language Assistance Act.

Thank you.

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Mr. SIMON. We thank you very, very much, and we will now hear the next witness and then ask questions.

Our next witness is Mr. Peter Eddy, who has done some pioneering and also done the most exhaustive work in the area of public opinion in this area.

[The prepared testimony of Peter Eddy follows:]

PREPARED TESTIMONY BY PETER A. EDDY, CENTER FOR APPLIED LINGUISTICS

Congressman Simon and Congressman Panetta are to be applauded for H.R. 7580, a bill which I believe has the potential to do a great good for foreign language instruction in the United States. While I recognize the need for legislative initiatives and financial support in other areas of international education, the critical neglect of foreign language instruction in this country over the past 15 years has become highly visible to the public over the past 18 months. Foreign languages thus are a good place to begin a program of support to the broad spectrum of internation-

al education. Initiatives that will encourage larger numbers of Americans to study foreign languages, encourage them to develop greater competence in the language(s) they study (i.e. study them for a longer period of time), and encourage also the foreign language profession to do a better job, are sorely needed at this time. I thank Congressman Simon for the opportunity to voice strong support for the "Foreign Language Assistance Act," H.R. 7580, which has the potential to be the most beneficial piece of legislation for language instruction in this country since the National Defense Education Act more than twenty years ago. I will comment briefly on each of the three major parts of the bill: funding for elementary school foreign language study; funding for studies of foreign language instruction in secondary schools and community colleges; and funding for language study in higher education.

I feel that the proposed legislation is correct in seeking to reward and encourage the development of foreign language "immersion" programs at the elementary level. Several recent surveys of foreign language study in elementary school would have us believe that such study is dead in the United States. We at the Center for Applied Linguistics believe, to the contrary, that a considerable degree of interest exists in elementary school foreign language instruction, and that the time is right to provide the support for program development that the Foreign Language Assistance Act would furnish. We cite the following evidence:

1. In a nation-wide poll conducted for the President's Commission on Foreign Language and International Studies, 76 percent of the respondents indicated that they believe that foreign language instruction should be offered in the elementary school; 42 percent believed that such instruction should be required.

2. A recent survey of the membership of the Northeast Conference (a large professional organization of language teachers in the Northeastern States), shows that elementary school foreign language instruction is taking place in approximately 35 percent of private schools, in 29 percent of church-run schools, yet in only 16 percent of public schools.

3. The foreign language immersion movement in the United States is still very small, but we have compiled at the Center for Applied Linguistics a list of a dozen programs engaging in foreign langauge immersion in one form or another, and the list is growing. We will be launching an Education Department-funded study of elementary school language instruction (to include all types of such study) in October of this year. At the conclusion of this study, one year hence, we expect to know considerably more about the status of elementary school foreign language instruction than we do today.

4. Research shows that, other things being equal, children who begin their language study early and who pursue it for an extended period will learn more than those who begin late. But, other things are too frequently not equal. As members of the committee may know from personal experience or from other testimony, many school districts in this nation attempted to launch elementary school foreign language instruction twenty years ago. An enrollment survey done in 1959 reported that there were over 1.5 million American elementary school children studying foreign language. The vast majority of these programs have long since been abandoned in a sad chapter for American foreign language education chronicled by Theodore Anderson in the book "Foreign Languages in the Elementary School, A Struggle Against Mediocrity."

In order to avoid some of the pitfalls that prior experience has shown us, let me list some principal caveats:

1. I assume that the purpose of Foreign Language Assistance Act grants for elementary school language programs would be to provide startup money for programs that would eventually function on their own, with funding from local sources. The language of the Act might specify that the Secretary determine what an appropriate term might be.

2. Certain program characteristics are known to contribute to the long-term viability of language instruction programs. While these are probably more appropriately incorporated into regulations rather than into the Act itself, let me simply enumerate several here:

A. Adequately trained teachers. There is not currently a large supply of well-trained elementary school foreign language teachers. A school district applying for funds under this Act should be able to show that it has access to a supply of adequately-trained instructors, or can credibly re-train staff already employed by the school district.

B. Institutional commitment. The amount of funding likely to emanate from the Foreign Language Assistance Act grant will not likely be adequate to support fully an elementary immersion program. Ways might be suggested for the use of grant funds that would make it difficult for a school district to hire a part-time instructor

who would be let go at grant termination. This suggests that the best use of grant funds might be for costs associated with the startup of such programs: materials of instruction, the training of parent or college/university aides, inservice training of teachers, and the like.

C. Necessity of attention to articulation. (By "articulation" here, I mean the coordination of the content and methodology of language courses following elementary school language instruction, so that the benefits of such instruction are not diluted or lost.) It is the failure of many school districts to plan carefully enough for articulation that killed many elementary school language programs in the past. This is not a trivial problem; it means that a school system must plan for a separate track to accommodate the children who leave elementary school with a degree of language competence.

3. Finally, although there is considerable evidence that foreign language immersion programs provide the greatest amount of language competence of any curriculum we have seen in elementary school language instruction, I wonder whether eligibility for assistance under the Act should be limited to such immersion programs. There are numerous types of immersion programs practiced in the United States and Canada; all are not equally effective. And it must be remembered that the total immersion approach is a radical one and probably not capable of being adopted in many American elementary schools. I believe that any elementary school foreign language program should be eligible for funding under the Act provided if it meets certain criteria. The points I have just mentioned are suggestive of such criteria. Thus, increasing the range of fundable language instruction programs would not prevent regulations from assigning the highest priority to immersion programs, but would make Foreign Language Assistance Act funds accessible to a large number of districts that simply could not consider launching foreign language immersion programs.

My interpretation of the portion of the Act dealing with secondary schools and community colleges (Section 3, (c), p. 3 line 8) is that more must be found out about the status of language instruction at these levels in order to determine the best method for support. While I agree with this approach, I believe that there is one well-defined area that needs support right now: proficiency test development and a national assessment program. This is an area identified by the President's Commission and by MLA/ACLS task forces to be of the very highest priority.

There is a very great need for standardized proficiency tests at all levels in this country, even in the most commonly taught languages. The MLA Cooperative Tests are now twenty years old and no longer reflect what is being taught in today's high school language classroom. (These tests were developed, primarily with NDEA support, to measure performance in the early stages of language learning.) Some recent experience will illustrate this point. The foreign language coordinators of a large school district decided that the time had come for a district-wide assessment of foreign language achievement. The MLA Cooperative Tests were administered to students at certain levels of instruction on a system-wide basis, with the oral proficiency test being administered to a small sub-sample of the whole. When the teachers and their leaders assembled in order to discuss what sort of analysis might be appropriate for the test data, it became clear that the teachers, after seeing what the MLA Cooperative Tests were testing, believed almost unanimously that any discussion of these results would be totally meaningless, since it was their impression that the tests no longer reflected what they were teaching in their classrooms.

I submit that a program of test development and a project to use these in a national assessment program should be a major component of Section 3 (c) of the proposed Act. The first tests to be developed would be in the most commonly taught languages: French, German, and Spanish. As a part of the norming procedure, a national sample of secondary students would be selected, and would be administered these tests. On the basis of this testing program, in addition to getting current norms for the test, we would also obtain extremely valuable information to be used both in school districts and in commercial publishing houses that publish foreign language instructional materials. This information would describe what level of achievement we can expect from today's high school foreign language classrooms. There is nationwide movement afoot, spearheaded by Dr. Helen Warriner-Burke, to attract attention to what many foreign language professionals believe to be unrealistic expectations of language mastery in the secondary school. A test development and implementation program such as the one I have just sketched would furnish our profession with the kind of hard data we need in order to make intelligent decisions about curriculum reform in this area.

I believe that the initiatives recommended by the proposed legislation regarding college and university instruction, most specifically those dealing with the implementation of a foreign language requirement in college (Section 5(A), P. 6 line 9),

have great potential to cause rapid change on the American language instructional scene. I am extremely gratified to note that the authors of this bill recognize the importance of increased contact hours in language instruction, as evidenced by the stipulation that support be limited to institutions which provide five contact hours per week. A comparison of contact hours provided in the typical university situation with those in a language school where real proficiency is obtained (the Foreign Service Institute's (FSI) School of Language Studies) is instructive here. In the typical university two-year language sequence, a student might gain a total 180 hours of classroom contact time: 3 class hours per week, 15 weeks per semester, 4 semesters. At FSI the student of average language learning ability will take 480 hours of intensive language instruction in very small classes in order to obtain what the FSI calls "limited working competence." We should not be surprised that our college language instruction leaves us with so little real competence, when considered in this light!

The foreign requirement in colleges and universities is a major force in determining the amount of foreign language study not only in higher education but in secondary education as well. Foreign language study is an accepted part of the basic curriculum of secondary and higher education in virtually all civilized nations of this globe except our own. We as a nation have been unconscionably lax in letting the position of language study in our schools and college curriculum erode over the past decade and a half, and it is gratifying to see the authors of this proposed legislation provide some incentive for reinstituting a language requirement.

While I support strongly the two aspects of this legislation just alluded to, let me voice a concern about the language of the proposed legislation relating to each.

The proposed legislation defines a "qualified postsecondary foreign language course" as a "course of foreign language instruction which is scheduled to meet at least five days each week" (page 8 line 20). I am concerned that the Act is being too restrictive about the mode of furnishing increased exposure time in foreign language classes. Further, by a schedule which imposes a class meeting each day of the week, the Act is stipulating an arrangement that would not fit into the overall scheduling plan of many American institutions of higher education. I feel that the language of the bill should stipulate only that, to qualify for grant support, courses should meet a certain number of hours per week. There might be several categories of courses here with various hourly stipulations. The establishment of the exact numbers could be left to the Secretary of Education. Such an arrangement would be flexible enough to accommodate courses that might meet three times a week for two hours each, and "intensive" courses where students spend even more time in contact with the language.

With respect to the foreign language requirement, I, like many in our profession, would like to see the day when foreign language requirements were phrased in terms of what the student can do at the end of language training, not how long he or she had spent in a classroom. In this regard, the Committee is no doubt aware of the initiatives currently being taken to adapt FSI's oral proficiency measure to the academic environment. In the meantime, though, it appears to me that a language requirement expressed in terms of years of language study is certainly better than none at all.

With respect to the Act's language addressing the language requirement, I am concerned that the Education Department would be faced with a difficult problem indeed: How to determine whether an institution has a bona fide foreign language requirement so as to receive the subsidy. Foreign language requirements tend to be complicated things on a university campus; some schools and colleges on the campus are subject to it, some degrees require it, while others do not. Only in the smallest institutions will there be the possibility of a "blanket" language requirement for all students.

In order to make the program that would result from the proposed legislation more workable, and to encourage the application of the foreign language requirement to the largest proportion possible of the student body, I would suggest that the "headcount" to determine the amount an institution might receive not be conducted of the total student body, but (as stipulated in Section 5(a)(2), p. 6 line 21) rather of the number of students who would be affected by the requirement, i.e., the number of students enrolled in degree programs and academic units that require foreign language study. In addition, in order to encourage institutions to implement competency-based requirements the legislation might include a bonus for programs where requirements could be demonstrated to be competency-based.

In conclusion, one should not infer from my comments that the proposed legislation has less than my full support. My suggestions have been motivated by my desire to see the programs that ensue from this legislation function optimally in view of the hard fiscal realities in America's current educational situation.

## STATEMENT OF PETER A. EDDY, CENTER FOR APPLIED LINGUISTICS

Mr. EDDY. My name is Peter Eddy, and I am from the Center for Applied Linguistics.

The center is a nonprofit enterprise and was established by the Modern Language Association of America in the late 1950's.

The center has focused on a number of language issues, particularly as they relate to social concerns. They include, however, a heavy interest in foreign language instruction at all levels, and particularly in English as a second language, most recently, in English as a second language for refugees from Southeast Asia and from elsewhere.

I am not going to read from the testimony that you have copies of, I believe.

Mr. SIMON. We will enter that in the record at this point.

Mr. EDDY. I would like to highlight, however, several of the points that I have made and perhaps make a couple of supplementary comments.

My written comments focus on three areas, the three areas covered by the Foreign Language Assistance Act, elementary school foreign language study, second school foreign language study, and foreign language in the colleges and universities.

With respect to the teaching of foreign language in elementary schools, the time is right to help this movement along.

Mr. Perkins, in his comment a few moments ago, was expressing some concern about the amount of such instruction that is taking place. Actually there is quite a bit of interest across this country. It is not nearly what it was 20 years ago at which point a survey concluded there were 1½ million elementary school children studying foreign languages.

Currently, there are 70,000 students studying foreign languages in the State of Texas. I am talking about elementary school students and they are understandably studying Spanish.

In a survey I conducted of the membership of the Northeast Conference of the Language Association, 35 percent of the people who taught in private schools indicated that there was some elementary school foreign language instruction in their institutions.

Of the people teaching in church-related schools 29 percent indicated there was some foreign language being taught in the elementary schools of their Institute. Only 16 percent of the people teaching in public schools indicated there was some elementary school language instruction in their school systems.

I am not trying to say, by any means, it is a widespread phenomenon across the country, but it does exist. The interest is not zero.

Finally, with respect to elementary school foreign language, I would like to state that I believe that the eligibility for funding the Foreign Language Assistance Act ought to be brought so as not to limit it just to immersion programs only.

For the people present here, we might explain, foreign language immersion is a program conducted at the elementary school level whereby the children receive their instruction also in geography in a foreign language.

I would make the plea that eligiblity for funding not be limited to the so-called immersion programs. Immersion is a radical ap-

proach to the question. It is probably the most effective means of teaching foreign language skills in an academic setting that we have seen yet.

However, it seems to me that given the wide variety of educational situations in this country, that there is probably a considerable percentage of those school districts not ready to take that particular leap, and they should be eligible to institute high quality programs that would be somewhat less radical or ambitious than the immersion approach.

With regard to secondary school foreign language instruction, I would like to express support for the measures that you have outlined which basically involve a study of the situation.

I would like to mention some of the recommendations of the President's Commission and make a plea that the testing devices for language skills not only in the secondary schools but also in higher education simply don't exist.

They exist but they are 20 years old and no longer really reflect what is going on, so what is really needed is a development of a set of tests, and we can't really do any of the things that Professor Lange was referring to before we have a valid set of tests, so we have to develop such a set of tests, first of all and, second, with those tests, conduct a national assessment of the proficiency of students in the foreign language classrooms in this country, so that we can get an up-to-date realistic idea of what we can expect a child to know once he or she gets to the end of the high school language learning experience.

With respect to college and university foreign language instruction, I would like to express support for the provision of incentives to increase classroom contact hours. I am delighted to see the fact that the necessity of providing a larger amount of instructional time is recognized by the authors of this legislation.

I would like to caution about stipulating that 5 days a week be the primary criterion for funding; it might exempt a lot of institutions across the land that simply couldn't fit a 5-day requirement into their academic instructions.

Perhaps a better way would be to stipulate a certain number of classroom contact hours a week and most institutions are flexible enough so they could accommodate that kind of guideline rather than stipulating a number of days per week the classes ought to meet.

I would like to support also your initiative in providing monetary reward, if you will, for the reinstituting of foreign language requirements.

It seems to me, however, that the current language of the bill, in addition to being extremely expensive, might lead to some confusion about what constituted qualifying foreign language requirement. In its place I might suggest the capitation grant be based on the number of students enrolled in degree programs to which a foreign language requirement applies rather than to the total number of students enrolled at a particular institution.

That might be a most cost-effective way to go about it, and also given the complexity of some multiversities in today's educational scene, it might be an easier thing for the people in the department of education to administer.

I would like to say in conclusion, we at the center want to voice our strong support for this legislation.

Second, we want to thank you for providing us the opportunity to comment on it, and simply to say that we stand ready to help you in any appropriate way to assure its passage.

Thank you.

Mr. SIMON. We thank both of you very, very much.

If I may comment on one of the last points that you mentioned—the applicability of this to all schools.

I frankly purposely drafted it so that it would have to be across the board in a university or college simply on the premise that today you can't be an engineer or a physician or anything really without some kind of a language, or you should not be.

Mr. EDDY. We certainly agree with that.

Mr. SIMON. Both of you touched on a problem I wrestled with unsuccessfully in putting this together, and that is the area of testing proficiency.

I am very reluctant to put something in legislation for fear of what that will do to the legislation. The Federal Government has been very reluctant to get into the field, as we have found in other areas as we have pushed, for example, education for the handicapped.

One of the great arguments against having it was we are not going to have quality teachers but, in fact, once we started pushing we found the quality started to improve because there was more attention on it. We could, however, mandate the Secretary to meet with the various associations to discuss the problem.

There may be other ways to handle it. I think you understand the problem from my perspective.

I would be interested in any comments either one of you might have.

Mr. EDDY. I certainly am not qualified to speak about what might be the appropriate ways within the legislative environment and given the sensitivities that there are to try to organize this, but perhaps it might be, as you just mentioned, perhaps the Secretary might be charged with exploring the various options with respect to assessment of foreign language skills.

Mr. LANGE. I guess I would feel the same way in the sense that what my intent was essentially to bring this issue up front and say that I think it is something that needs to be handled, perhaps not in the bill itself, but certainly as a measure that the Secretary might deal with in some way if, however, instructions were to be given, but I think in order for us to deal with the issue of efficiency, which is a word that is used in the bill, we can't know that unless we do have the appropriate measures to examine language learning and what students actually do learn in programs.

Mr. EDDY. The tests that do exist now, the old tests that exist now were developed in large part with Federal funds at the end of the fifties.

Of course, we are faced with an entirely different world than that of the late fifties but, nonetheless, those tests were developed at that time, and maybe it would be possible to review and find out what happened, how that came about.

Richard Brod may know how that happened.

Mr. SIMON. Maybe the answer is that we put it in the report language—get some strong recommendations to the Department to explore this area.

When we get to the point of drafting a committee report, we might send a rough draft to the two of you, and to Richard Brod, and a few others to get your feelings on whether we are moving in the right direction.

Mr. LANGE. Well, Jim Perkins did mention the Foreign Service Institute procedure, and it is currently being examined in higher education.

I participated in a recent workshop at the Institute, as a matter of fact, last week, and one of my assignments as a result of that workshop is to begin to examine the usefulness and the use of that procedure in the secondary schools.

That is an assignment that I am carrying out because we are going to have another meeting of the workshop in early December, so we will begin to look at that issue as a possibility for or to examine proficiency of students as they learn a foreign language.

Mr. SIMON. You mentioned in your statement, Dale, part of the total legislative package. I know you are aware of this, but some of the others may not be.

We adopted an amendment last week on the Foreign Service Act which says that the Secretary of State must designate as of October 1 of next year to be effective by 1983 at least for two Embassies, where everyone there must speak the language of that country, which will be kind of an interesting experiment.

You also mention the bilingual programs. I couldn't agree more. In fact, our bilingual programs are monolingual generally. We are not really using that potential resource.

I gather what you are suggesting also is that maybe we ought to set aside a few million dollars for some experimental demonstration program.

Mr. LANGE. That is correct; I do not say that specifically. I am concerned that we don't know very much about different learning environments, and that is why I did indicate that perhaps we need to examine in a careful way the different learning environments.

To deal with the issue of efficiency, we need to know what each program can do, and that also then relates to, I think, the ability to know what students are capable of when they do enter higher education, and that is, as Mr. Perkins has rightfully indicated, we do need to have a long sequence of language learning; and it is only by having evaluated the different learning environments that we are going to be able to know how everything fits together, so that continual language learning can take place.

Mr. SIMON. You also mentioned a 2-year problem and I recognize it is a problem. As you reflect on this, any concrete language that you would recommend I would be happy to listen to.

Mr. EDDY. I am wondering whether the bill itself is the appropriate place for that. It could be that the legislative history could indicate a preference for performance-based or proficiency-type requirements and also regulations for the implementation of the legislation certainly could, as I say, give a higher priority even to institutions that want that next step or try to take that next step.

Mr. SIMON. That is kind of my presentation. It is very difficult once you try and put something into the statute.

Mr. Stack?

Mr. STACK. I would simply like to thank the witnesses for their very provocative and helpful testimony. They have given us much to reflect upon.

Mr. SIMON. We thank both of you.

Unfortunately, we have a rollcall over on the floor right now, so we will take a 10-minute recess before we hear from our next two witnesses.

[A short recess was taken.]

Mr. SIMON. The subcommittee will resume.

Our next panel is composed of Robert Wallace Gilmore, Global Perspectives, Inc., and Johanna Mendelson, Joint National Committee for Languages.

If the two of you can take the witness stand please?

**STATEMENTS OF ROBERT WALLACE GILMORE, CHAIRMAN, EXECUTIVE COMMITTEE, GLOBAL PERSPECTIVES INC., ACCOMPANIED BY ANDREW SMITH, DIRECTOR OF PROGRAM DEVELOPMENT; JOHANNA MENDELSON, JOINT NATIONAL COMMITTEE FOR LANGUAGES**

**STATEMENT OF ROBERT WALLACE GILMORE, CHAIRMAN, EXECUTIVE COMMITTEE, GLOBAL PERSPECTIVES INC., ACCOMPANIED BY ANDREW SMITH, DIRECTOR OF PROGRAM DEVELOPMENT**

Mr. GILMORE. Can we get our project director, Andrew Smith, up here?

Mr. SIMON. If you will identify yourself for the record.

Mr. SMITH. Andrew Smith, director of program development.

Mr. SIMON. We do not have you listed as a witness, but you may wish to respond to questions.

Mr. Gilmore, we welcome you. This is one of those days where I am welcoming old friends and it is good to welcome another.

Mr. GILMORE. Maybe you live in too narrow a circle.

Mr. SIMON. That may be true.

We will enter your statement in the record and proceed however you wish.

Mr. GILMORE. I will read it. It is quite short.

My name is Robert Wallace Gilmore, past president of Global Perspectives in Education, Inc., GPE, and currently chairman of its executive committee.

GPE is a private, nonprofit organization which seeks to encourage democratic values and national citizenship competence through improving our people's knowledge of and abilities to cope with an increasingly interdependent and conflict-prone world.

John Richardson, Clark Kerr, Harlan Cleveland, Steven Rhinesmith and most of those people have worked in the past in international fields.

Our programs focus mainly on elementary and secondary education, but we work closely with key educators and community leaders at all levels. They include the publication of a quarterly journal, Intercom, leadership conferences, a national clearinghouse, reaching educators in all States, and cooperative efforts such as the

Washington/Global/International Coalition, engaging 40 national educational organizations and associations.

I appreciate the opportunity to appear before you today and on behalf of GPE, I would like to commend the subcommittee for its interest and efforts in foreign language and global/international education.

We, too, are convinced that the need is urgent to increase the capacity of educators at all levels to improve citizen competence in a global age. Foreign language studies clearly remains an important aspect of this and therefore we endorse the purpose of the H.R. 7580 and House Concurrent Resolution 301.

I would like to concentrate my testimony on the elementary and secondary sections of H.R. 7580.

We strongly concur in the need for improved teaching/learning of foreign languages in elementary and secondary educational institutions. Two important elements in meeting this national educational need are an increase in the number of students exposed to foreign language instruction and, perhaps more important, an improvement in the quality of instruction.

H.R. 7580 seeks to encourage the broad implementation of programs in elementary and secondary schools through the capitation section 3(b)(1), which provides for funds distributed on the basis of the number of students involved in qualified elementary foreign language courses.

While the intent of this section is laudable, it raises several concerns. The amount of money requested for this provision is considerable, presuming for the moment that it will be fully funded, but we feel that its impact, if divided among all the elementary schools in America, would be minimal.

We believe appropriations would have to be increased considerably if we seek a significant impact on every American elementary school. We do not challenge the goal, but we feel that, especially in this time of fiscal concern and belt tightening, the capitation formula is not the optimum method through which to reach all the schools in our country.

A second concern is related to the nature of the capitation. We feel that the limited funds available should go to those schools that wish to improve the quality of their foreign language instruction.

Furthermore, allocation on a simple head count of students enrolled in programs can easily lead to abuse. While consensus on criteria for quality control are difficult to achieve, it is only by confronting this difficulty that we can improve programs.

We do not feel that any one particular type of foreign language teaching program, that is, immersion, should be set up as a national norm at this time. We are not against immersion. Indeed, we feel that the act should be revised to encourage diversity of approach and experimentation, and should particularly encourage interdisciplinary programs.

Without some attempt to set standards whereby funds would be awarded based on schools' willingness to promote instructional quality, the funds provided here may not promote the purposes set forth in the act.

One element which we feel is essential to a quality program is the inclusion of a global/international perspective. Through such

programs students can learn not only a specific language and some aspects of a specific culture, but can also gain an understanding of the deeper value of recognizing human commonalities and respecting human differences.

Our small planet is inhabited by individuals who speak hundreds, if not thousands, of languages and dialects and who do not share our American culture. Yet what they do as individuals and in the aggregate affects the way we live, and what we do has a profound impact on them.

Learning how to cope with this increasing interaction will not necessarily be comfortable but it is essential if we are to preserve and expand American democratic values.

For those reasons we recommend the elimination of the capitation formula and its replacement with: (1) The encouragement of exemplary programs throughout the country through grants designed to maintain an appropriate balance between urban, suburban, and rural schools; (2) the encouragement of a global/international element within all programs funded under the act.

Section 3(c) provides for a survey of the effectiveness of foreign language training at the secondary level. Improved information about the status of different aspects of education is always welcome.

However, studies have already been conducted and the need for improved instruction at the secondary level has been clearly demonstrated. We feel strongly that action to correct this state of affairs need not wait for a survey to tell us again that we need corrective measures. If the study is to be conducted, we urge that it be broadened to include a survey of international/global studies programs at the secondary level.

We heartily endorse House Concurrent Resolution 301 and are particularly pleased with its approach, which brings together foreign language study and international studies. We feel that H.R. 7580 would be greatly improved by the addition of this joint approach.

Again, I would like to thank the subcommittee for its interest in foreign language and international studies. We are convinced that this and future legislation can help us build on our American democratic traditions and prepare our youth for the challenges of national citizenship in a global age.

Thank you.

Mr. SIMON. We thank you very much for your testimony.

Johanna Mendelson, who has been interested in providing leadership in this area.

## STATEMENT OF JOHANNA MENDELSON, JOINT NATIONAL COMMITTEE FOR LANGUAGES

Ms. MENDELSON. Thank you, Mr. Chairman, and members of this subcommittee, for inviting me to appear before you today and to discuss H.R. 7580, the Foreign Language Assistance Act and the House Concurrent Resolution 301.

I am Johanna Mendelson, a representative of the Joint National Committee for Languages, JNCL, a consortium to 10 professional organizations of foreign language educators.

Represented on the JNCL are the Modern Language Association, the American Council on the Teaching of Foreign Languages, the American Association of Teachers of French, the American Association of Spanish and Portuguese, the American Association of Teachers of German, the American Association of Teachers of Slavic and East European Languages, the American Associations of Teachers of Italian, Teachers of English to Speakers of Other Languages, the National Association of Bilingual Educators, the National Federation of Modern Language Teachers Association, and the Latin American Studies Association, whose members have been supportive of the JNCL.

It gives me great pleasure to tell that on behalf of the more than 50,000 foreign language teachers represented through the JNCL that we are grateful to you for your unflagging support of foreign language education in this country.

We appreciate the time and effort of you and your staff in preparing legislation which will mark a new beginning for foreign language education after a dry decade characterized by declining enrollments in foreign language classes, and decreased Federal funding for all areas of international education.

We share with you your vision of an America linked to the rest of the global community through an ability to communicate in other languages and to comprehend different cultural values. Beyond the platitudes of global interdependence, beyond the empty rhetoric of some of our leaders who seek greater security in a narrow perspective, your national leadership in international education, your special regard for the Helsinki Accords of 1975, are a source of inspiration to the educators of this Nation.

Such commitment to a foreign language study being in the national interest is evident today as we discuss the merits of H.R. 7580 and House Concurrent Resolution 301.

The Joint National Committee for Languages believes that the study of foreign languages facilitates communication among language groups, lays the foundation for an understanding and appreciation of cultures and contributes to basic linguistic skills. Following the statement of goals set down in 1978 by the Modern-Language Asssociation-American Council of Learned Societies Task Forces, we believe that:

All students in American schools should have the opportunity to study at least one foreign language;

Every American college graduate should be able to read and converse in a foreign language;

All adults in the United States should have readily available opportunities to acquire or improve knowledge of a foreign language.

The history of foreign language education in this Nation dates to the early Spanish settlements in the Southeast and a century later in New England. The Spaniards were the first to introduce systematic instruction in Spanish to native Americans.

Likewise, the Jesuit missionaries who traveled the coast of Florida, Georgia, and the Carolinas, learned the tongues of the Creeks and Cherokee Indians so that they could translate the Bible into their languages.

In Natick, Mass., John Eliot, the Puritan protector of the Indians, learned Algonquin so that he could bring the word to the Indian residents of that area. That language learning was a necessity for survival in the American wilderness is documented throughout early history.

Even the War of 1812 was to some extent fought over pronunciation of the English tongue. Impressment was literally a matter of speaking. While our needs have changed, language learning has been relegated to a secondary preoccupation. The realities of the last decades of the 20th century call for a reexamination of our linguistic needs.

In a nation where 39 million people's first language is not English, where Hispanic-Americans are soon to become the largest minority group in the Nation, do we not owe it to ourselves to be truthful about the necessity of language education in a society where a growing portion of the population is bilingual?

Efforts such as this legislation to revitalize foreign language instruction recalls the famous quote of our late President John Kennedy when he discussed the U.S. efforts to insure the control of nuclear weapons in 1963. He said that a journey of a thousand miles always begins with the first small step. Such a belief is not unlike the one embodied in this legislation.

H.R. 7580 is what I call an incrementalist approach to a very longstanding and difficult problem in foreign language education. While it makes no pretenses at redressing in 2 years the diminishing language enrollments of the seventies, it provides a major incentive to schools at all educational levels to reconsider the value of learning a foreign language in the context of planning a good liberal arts education.

Elementary schools and institutions of higher education are given a financial incentive to promote foreign language education through a variety of training options. Especially at institutions of higher education there is incentive to encourage long-term language study through financial rewards and, more importantly, incentive funding to promote the less commonly taught languages.

I would like to note that the less commonly taught languages include those spoken by over 80 percent of the world's population, Chinese, Hindi-Urdu, Japanese, Portuguese, and Russian. Yet enrollments in 1977, for less commonly taught languages accounted for only 1 percent for foreign language instruction in secondary schools and 10 percent in colleges and universities.

Encouraging students to develop proficiency in wide-use languages will be a challenge which foreign language educators must meet in the closing decades of this century. This bill will help to achieve it.

H.R. 7580 does not specifically fund secondary school foreign language programs. It is, however, in secondary schools that the majority of foreign language educators work. While the JNCL would like to see incentive funding or model programs developed at the secondary level, we also see how other provisions in the bill might at least serve to promote increasing high school enrollments.

If colleges and universities are given incentive funding, if they require knowledge of a foreign language for entrance and graduation, there will inevitably be a favorable spinoff to foreign language

instruction at the secondary level. This could provide a first step in revitalizing language instruction at the junior and senior high school level.

These are areas not specifically addressed in this legislation where foreign language professionals would encourage greater emphasis. For example, some funding devoted to teacher training would greatly enhance the impact of the legislation.

Likewise, there exists a need to emphasize that language is but one part of culture. Courses which focus purely on the bare grammatical and syntactical features of a language do not serve as a medium for communicating to students the other components of the language's cultural fabric.

Finally, to strengthen the incentives offered to foreign language instruction, some study on language proficiency measurement should be built into the legislation. There has been great progress in testing proficiency in recent years. It would be useful to add such proficiency evaluation to the time spent learning a foreign language.

These are recommendations which we think might enhance the effectiveness of the incentives provided in H.R. 7580. They are offered in a spirit of making a good bill better.

House Concurrent Resolution 301 is significant in its recognition of a national need for foreign language study in this Nation. That our national leadership has taken the time to express this need is testimony to the work of the chairman and his colleagues who cosponsored the resolution and the President's Commission on Foreign Language and International Studies, which served as a catalyst for this reassessment of this Nation's needs in foreign language and international education.

The Joint National Committee for Languages urges this subcommittee to adopt the resolution in this Congress as a commitment to the importance of foreign language education among the U.S. educational priorities.

Mr. SIMON. Thank you. Your testimony mentions once again the proficiency problem, and I think that clearly is one that we have to deal with.

I was also interested in your statement: "Some funding devoted to teacher training would greatly enhance the impact of this legislation."

There is no question about the value of the teacher seminars, under the old NDEA Act. You constantly run into teachers who say the best thing that ever happened to me was that seminar.

The Department of Education has the authority now, but does not do anything. Whether we should broaden this to set aside a million or two for something like that is something we ought to take a look at.

Ms. MENDELSON. It would be extremely important to not only improve the quality of the students' education, but improve the quality of the people preparing those students. The foreign language people who are members of JNCL have clearly expressed a desire to help them, especially at the elementary school where new foreign language teachers exist.

It would be absolutely vital to have some moneys set aside for that program.

Mr. SIMON. So we can get to the quality you were also talking about. Your statistics, 1 percent of students at the secondary level are studying the language spoken by over 80 percent of the people of the Earth; in a recent report I noticed that we had not had a student of Albanian since 1972 at which point we had one student of Albanian.

I have no reason to believe Albania is going to erupt into headlines, but one of these days we may have a national need for some expertise in that area.

Ms. MENDELSON. They are all in Peking; that is true.

Mr. SIMON. That could very well be. I don't know if we want to have to be in a position to rely on those experts in Peking.

Ms. MENDELSON. In 1967, in Illinois there were 69 high schools that taught Russian. Last year there were only 12, and I think that that is testimony in itself to the decline in the studying of foreign languages. In 1967, there were 69, and in 1979–80 there were 12.

Mr. SIMON. That is very interesting.

Mr. Gilmore, in part we have covered the concerns in your testimony, and I share those concerns. In the bill itself, on page 2 where we say in our findings:

> In their foreign language programs and elsewhere in the curriculum provided their students with an understanding of the history and culture which influences perspective values, and attitudes of the people of other countries.

I agree, we can't just be talking about language in isolation. We also, when we talk about assistance for elementary, the elementary level, I don't want to fool anybody.

We are not talking about massive across-the-board assistance because we use the term "qualified elementary foreign language course," and we define that as a course of foreign language instruction using an intensive method of instruction such as immersion, so there would be only a limited number of programs at the elementary level that would be funded under this program; but we want to do precisely what you are aiming for.

The one other problem, and one of the reasons frankly for my focusing on the language as in part a vehicle to move in the very direction that you are talking about, it becomes very difficult to gage global international emphases.

I can tell you whether my daughter has had Spanish II or not. I can't tell you whether she has, I am not quite as clear whether she has had a good global perspective in the educational product.

I don't know if you or your colleague would care to comment on that. It is much more difficult to grab hold of from the view of the legislator.

Mr. SMITH. We agree; it is difficult to grab hold of, and we want to encourage that this be included in the bill. People should be encouraged to deal with that problem. We don't have solutions; here is what a global perspective is. We hope that can be developed over a period of years, and we must include that in programs that are going to be started.

Ms. MENDELSON. Foreign language and international education go hand in glove. I started out as a language major and, with the grace of NDEA, learned Spanish and Portuguese. It was precisely that ability to speak both languages that allowed me to go into research and the social sciences and allowed me to go those coun-

tries, and that language training was the most invaluable tool and the most important tool in seeking employment; and that is why I feel very strongly the international educational whole component comes with it.

The ability to speak the foreign language is the primary goal that anybody studying the social sciences must have with their other part of their education.

Mr. GILMORE. I concur; they are both needed.

One is the concept of the area, and the other is the environment it swims in, and it moves both ways.

I think that we are very concerned about, of course, the language; take Steve Rhinesmith, he has spent half his life teaching languages and sending people around the country.

I don't see how you separate them. It is a matter of judgment where the funding goes.

Mr. SMITH. We are talking more about more than just the language. We are delighted that you included studying the specific culture, but we are talking more about other things, in addition.

We were very pleased with the President's Commission that got the foreign language people and the entire national studies people together; and we have been working very closely over the last few years, and saying we need to have some encouragement from you and say this sort of interdisciplinary effort is needed.

Mr. SIMON. If there are other ways of encouraging that in the bill we want to do it and in the committee report language. I hope if and when, this immersion issue is discussed on the floor, I hope the discussion will also make very clear that that is the intent. Let me add that Bill Ford's subcommittee on postsecondary education plays a very key role in this.

We thank you very, very much. We appreciate not only your testimony but what you have been doing.

Excuse me, I did not even let my colleague speak.

Mr. STACK. Mr. Chairman, may I say just one thing; that a Nation that can put a man on the Moon can certainly find one student to take Albanian. Seriously, we are all on the same channel here. We agree on what we want to do.

The questions you raise are largely to motivation, how we achieve the purpose. As has been pointed out, this legislation is a step leading us to the achievement of the goals that we have outlined, and this is not the end. It is the beginning, and I certainly commend the chairman for his work in this field and thank you for coming.

Mr. SIMON. And my apologies again.

Our final witness is Mr. Richard Brod, director, Foreign Language Program, Modern Languages Association of America.

**STATEMENT OF RICHARD I. BROD, DIRECTOR, FOREIGN LANGUAGE PROGRAM, MODERN LANGUAGES ASSOCIATION OF AMERICA**

Mr. BROD. With your permission, I would like to read my very brief and perhaps overly terse statement with some comments.

Mr. Chairman, members of the subcommittee, I am Richard Brod, director of Foreign Language Programs for the Modern Lan-

guage Association of America, the Nation's oldest and largest organization of college level faculty in English and foreign languages.

Our organization, as you may recall, helped provide much of the leadership and expertise that went into the creation of Title VI of the National Defense Education Act of 1958.

I am here also in my capacity as secretary of the Joint National Committee for Languages, a coalition of 10 organizations of language professionals representing a total of about 69,000 members with expertise in all branches of the field, including English as a second language as well as the various foreign languages.

We are grateful for this opportunity to comment on the legislative initiative embodied in H.R. 7580 and to place on record our appreciation for the interest that the Congress has already shown in this field and for the leadership that you have taken, Mr. Chairman, as founder and guiding force behind the President's Commission on Foreign Language and International Studies and author of this bill.

We endorse the concepts and objectives of this legislation and stand ready to support it as it makes its way through the Congress during the weeks ahead. We share your conviction concerning the urgency of the Nation's need for remedies of this kind, and we urge speedy passage of the bill before you.

I offer the following comments on its specific provisions.

We applaud, first of all, the statement of need and national interest embodied in section 2 of the bill, and would suggest only that the sentiments contained in paragraphs (1) and (3) be combined to reflect the conviction that "the cultural, economic, and security interests" of the Nation will be served both by the strengthening of foreign language instruction and by provision of instruction in the history and cultures of other countries.

What I mean to say is I support the comments of Mr. Gilmore and others about the inseparability of the two areas, which was clear throughout the work of the President's Commission. The language of the two fields is healthy and valid for both of us and strengthens our collective cause.

Our profession has long since recognized that the cultural dimension of language instruction is inseparable from the teaching of language skills. In our view, the study of language and culture together constitute one of the "basics" of education and an essential ingredient of the preparation our citizens need to face the complexities of an interdependent world.

I use that term "basics" deliberately, because it is in vogue in educational circles and it is an easy thing for educators and State administrators of education to regard a field like this as a frill.

That has been the case for a long time. I think the leadership of Congress, with the cooperation of agencies like the Department of Education, can be a beacon to help overcome that particular darkness in the thinking of some educational administrators and leaders and on the part of the public.

I will come back to that later.

Second: We support the bill's strong focus, section 2(a) on elementary school programs in grades 1 through 6, and its recognition of the need to provide incentives, not only to individual students of languages but also to the institutions which must bear the expense

of planning, staffing, and maintaining appropriate educational programs. We urge, however, that in future revisions of this bill:

First: The terms "intensive method of instruction" and "immersion" be carefully defined;

Second: Provision be made for linking foreign language study with the study of foreign cultures and with "global education," recognizing that such studies ought to be part of the basic educational program of all pupils; and

Third: Provision be made for incentives to promote the introduction of language and culture studies even in small school districts that cannot reasonably afford the expense of an intensive or immersion program.

Again, if I may comment, it is an axiom of our thinking that language study is an opportunity for America. Therefore, should it deprive any group of that opportunity is simply a violation of our own sense of educational equality and the basic principles of our democracy.

Third: We support the proposed survey of the effectiveness of foreign language training in grades 7 through 12, and in community colleges, section 3 (c), but we offer the following comments:

First: We believe that the work of the survey can be accomplished with 1 year, not 2; and second, we believe the survey should not be regarded as prerequisite for other remedial action in this area.

The secondary schools are the place where most Americans receive their first and often only opportunity to study a foreign language. Our secondary school language teachers are the largest single group of professionals working in the international field and thus constitute our principal "army" in the effort to restore foreign language and international studies to a position as one of the basics of education.

To comment there, I am saying that secondary school language teachers are the army of leadership that we can build on. They may need some repair, in-service training. Many of them do, but many are doing a terrific job right now.

They have the capacity to be internationalists and to teach international studies, language in culture, culture in language, as well as carry on the job of language teaching that they have been doing.

For this reason, we hope that the present bill, or related legislation to follow after it, will develop means of support for model programs in secondary schools and for institutes that could provide additional training for secondary school teachers, including opportunities to refresh their own language skills.

We hope also that a way will be found to provide per capita grants or other institutional incentives to encourage secondary schools to establish (1) diploma requirements for college-bound students; (2) full 4-year sequences of language study; and (3) appropriate incentives and rewards for students who complete such sequences.

With regard to community colleges, we believe the Federal Government can be of assistance by encouraging the development of adult-education community centers for instruction in languages and international studies, and by assisting the efforts of the teaching profession to educate community college administrators and

the governing boards to the importance of language study to the Nation's economic and political security.

Let me comment on that briefly. The community colleges are a much neglected area, a much neglected level of education that tends to fall between the cracks of postsecondary activity and secondary school activity.

I say this with some consciousness, because my own organization is virtually the only foreign language teacher organization that has paid any attention whatsoever to community college programs.

They have held up in terms of enrollments, but nowhere near in percentage, that is to say, as a percentage of the rapid growth of their total enrollments throughout the last decade.

Foreign languages are not well established in most of the community college systems of the United States. It is a pressing need. It is a problem that requires study. They are in many ways the front line of a place, of language study as perceived by a community, by the school board, as perceived by legislators of a State, for example.

They look to community colleges as an example of what the needs are in contemporary education; and if languages are disappearing in a community college program, it is a serious and negative signal and, therefore, I applaud the attention that this bill would like to give to community colleges and focus, put some light on them for a change.

It is needed.

Fourth, we applaud the bill's plan, section 4, for providing incentive grants at the college level, with appropriate differential payments in support of advanced level enrollments and enrollments in the less commonly taught languages.

However, we are less certain of the usefulness of linking incentive grants to the establishment of college requirements for admission or for graduation, when such requirements are stated in units of time. Such requirements are punitive rather than encouraging, and they provide no assurance that the desired levels of learning will be achieved.

We urge the committee to consider, instead, the value of secondary school diploma requirements, mentioned above, and to insist that college level requirements be stated in terms of desired levels of proficiency rather than fixed units of time or credit hours.

The task of developing nationally acceptable and reliable criteria for measuring language skill proficiency is, of course, one that properly falls upon the language teaching profession itself, in consultation with experts in related fields of education.

Much experimental work has been done, but a strong effort is now clearly needed as part of the larger national effort envisioned by the Foreign Language Assistance Act.

We hope, therefore, that a way can be found, in the present bill or in subsequent legislation, to authorize special funding in support of the needed research and development of standardized proficiency criteria and instruments of measurement in the commonly taught languages and the most widely used of the less commonly taught languages.

May I comment here? Reference was already made by Peter Eddy to the fact that testing, creation of tests back in the early 1960's was indeed done with Federal funds under the NDEA.

There is provision now under NDEA for that kind of grant being made under the research program, the very small program for research that currently exists in the Department of Education.

What I am suggesting here is that a reference to research and development could perhaps be added to this piece of legislation, Mr. Chairman, although, as I say, there is legislative authority under the NDEA which is now becoming the HEA, but any recognition you would give would certainly strengthen the recognition we would need.

Ideally, we would hope to develop definitions and standards comparable to those now used by the Foreign Service Institute. If such standards were in use, the Congress would be able to stipulate that grants under the Foreign Language Assistance Act could be paid only in proportion to the number of matriculants who had achieved a certain defined level of proficiency, with a higher rate of payment for higher levels of proficiency and an appropriate differential relating to the study of the less commonly taught languages.

Mr. Chairman, the Modern Language Association and the Joint National Committee for Languages wish also to go on record in support of House Concurrent Resolution 301. We urge its speedy passage in the current session of Congress so that it may signal to the next Congress and the Nation the urgency of the issue and the timeliness of the remedies proposed.

In conclusion, Mr. Chairman, let me assure you that the members of the language teaching profession stand ready to assist the Congress in any way possible in developing and implementing these important legislative objectives.

Our coalition is a broad one, encompassing specialists in many fields, including linguistics, psychology, cultural anthropology, educational theory, and area studies.

We are at the same time generalists, concerned with discovering the common human qualities that lie beneath the diversity of language and culture.

Above all, we are skilled and dedicated teachers, and we offer our knowledge and experience in this important new effort to strengthen and improve the quality of life in our Nation.

Let me add, if I may, like Congressman Erdahl, I had an opportunity to watch the Shogun program last night.

Mr. ERDAHL. I should have made it clear for the audience, it was an Englishman, the shipwrecked fellow who was the one trying to learn Japanese.

Mr. BROD. The paper reports this morning that nearly half of the viewing public in some of our major cities are watching the televised serialization of a novel set in 17th century Japan. Much of the dialog is in Japanese, and many of the American viewers, like the English-born hero of the drama, are totally dependent on the services of an interpreter.

For some of them, undoubtedly, this is their first vicarious experience for such dependency. For some, it may be their first awareness that a foreign language is not a set of grunts and written squiggles, but a highly sophisticated system for the expression of

thoughts and feelings common to all mankind within a cultural context.

At the conclusion of last night's episode, the hero is conducted to a small village and told that he must set about the task of learning Japanese in 6 months. His teachers will be the local villagers. If he fails, they will be put to death. I would hesitate to suggest transferring this idea to a community like Cairo, Ill., and proposing unless the citizens shape up and produce speakers of Arabic rapidly, there will be punishment to the citizens.

Incentives can be found instead of punitive approaches by our civilization, and I trust the Congress will be able to devise a mild set of incentives to assist both the teaching profession and our students with this important task.

I would like to add, I keep adding addenda in the nature of this, but the points that have been made about the linkage of language study with international studies or global education are in our view absolutely valid. Our hope is that the action of the Congress in cooperation with the executive branch may help make the Nation as a whole aware of its cultural myopia.

What comes to mind whenever a phrase like myopia is used as my own experience of myopia which I overcame when I bought my first pair of glasses at age 12, until I put them on, I didn't know what I hadn't been seeing, and until Americans learn another language and another culture, they truly do not know what they have not been experiencing.

It is a simple concept, but how does one tell a myopic population that you are myopic?

Mr. SIMON. Particularly if you want to get re-elected.

Mr. BROD. Well, I think the incentives that might work in Cairo might include the business community and might include the opportunity for students to go abroad and travel and learn first-hand, the opportunity to enrich themselves culturally.

You know Cairo better than I, and you can tell me what their economic needs are, but the connection with all aspects of American life, I think has emerged from the hearings of the President's Commission and from all of the other discussions that have gone on.

It affects our diplomacy, our commerce, our culture and I would also mention the media. No less a personage than Walter Cronkite has called public attention of the failure of the media to adequately instruct Americans indepth concerning foreign cultures, foreign affairs, concerning daily events that Americans are not necessarily all well prepared to comprehend.

Thank you for the opportunity, Mr. Chairman.

Mr. SIMON. Thank you very much for your testimony.

I think somehow we might very well, and you mentioned about basics, we may very well, my comment is to the staff here, somehow work that into the legislation suggesting this ought to be part of the basic.

I would take one minor exception to your effort, and that is on the immersion programs, they are not expensive. They are expensive only in that they require a little more administrative time, and you have to pay a little more for textbooks. Beyond that, they are not that expensive, and the experience now in Canada, Takoma

Park, Md., and elsewhere is about one-third of the students and parents are interested, and this seems to be universally the case.

If you offer a program, if you are large enough to have three first grades, you can have one of them be an immersion program at not much additional cost.

Mr. BROD. You are right, but I am also right, because there are small school districts where a small administrator hestitates to hire even one foreign language teacher out of fear that there will not be the continuity, or out of fear that if the teacher leaves, no other faculty member will be able to substitute for that person.

It becomes an administrative question that the school administrator sees in terms of the entire budget. I am talking about rural districts. I am talking about schools that have never had it before, and where there is hesitation to make any kind of commitment that would involve more than 1 year at a time.

That was the purpose of the point I made.

Mr. SIMON. Right; your comment about community colleges really is in the front line, so to speak, and I concur with it completely. I guess where you talk about measurements in units of time, I don't argue with you in theory; but I am not sure we are prepared at this point in the history of education in the United States to make that jump right now in legislation.

Mr. BROD. Right.

Mr. SIMON. One final question, and I will defer to my colleagues.

I have talked to some people in the Foreign Service Institute who believe that their standards and programs can be adapted very readily by the public schools.

Is this unrealistic or is it not?

Mr. BROD. I am not a specialist in testing, but what I have seen by visiting the Foreign Service Institute and what I have learned from those colleges who have participated in the workshops they have been conducting is the following:

Of course, there is a subjective element in the evaluation of the way a person communicates, that is to say, the test is or an interview is not the same as a written test where you have yes, no, or A-B-C answers, obviously.

Nevertheless, the level of consensus that is reached by a number of evaluators, each responding to the same person being interviewed in the oral proficiency interview, is very high, and sufficiently high to please any statistician or any measurement specialist.

There are criteria; in other words, the interviewers and the testers of a set of criteria which they keep in the back of their minds; they do not tell the person being tested what they are precisely looking for, but it relates to accurate understanding of spoken questions, accurate responses to spoken questions. Those things can be broken down into small units of analysis, and thereby come as close to being objective as one could hope for.

In short, we have reached the stage of expertise where an oral proficiency test is feasible and doable. It is a question of teaching the profession how to apply it, how to conduct the tests, and what we hope for, this is in the planning stage.

Technology makes things possible that were not possible before. Cassettes are available, one could give an oral interview to a

person on a video cassette, transmit that cassette to an agency that really had the expertise in evaluting spoken performance, and come up with a reliable and accepted universally accepted score, so I think the day has come when we can say, yes, we can do it.

Mr. SIMON. One of the other witnesses mentioned, and you did also, we ought to check with the department of education, if we put some language in here on the teacher seminar matter, whether that would move things along a little more rapidly.

Mr. Stack?

Mr. STACK. I would like to say this with regard to the use of the word "basics", that I would be very cautious about using this term. It has been my experience, having been the author of a piece of legislation that is concerned with the education of refugee children, the recent influx into the United States, particularly Cuban and Haitian and Indochinese children to some extent, that there was a great deal of hostility in this country to the fact that we are receiving refugees.

I can see us going to the floor of the House, if we use the word "basics", being reminded very vigorously by certain people that we have failed in our educational system to teach the basics of reading and writing and arithmetic effectively.

Of course, to an extent we have to plead guilty. We in the quiet of this room in the setting here can agree that one of the values of a foreign language is to learn more effectively how to speak and write English; but aside from that, I think of one occasion when I spoke in my district and tried to explain this bill, and I mentioned the fact of how important it was to provide a proper education to those children who had recently come to the United States, and that because the shortage of funds, our local school district could not maintain the present level of the quality of education unless the Federal Government can pick up a part of the cost at least.

I thought before I left the room I might be tarred and feathered; this was a Lions Club that I was addressing, not the cream of society, shall we say, with no offense to the Lions who may be present; but the thrust of the questions I got was, why don't you force those people to learn to speak English? Why should we teach them a language in the country of their origin? For any period of time whatever, make them speak English.

Dade County, the largest county in the State of Florida, is now officially bilingual, but there is a great deal of resentment in this country that this bill may ignite. I have been subject to it, and I know that there is such, I would say, latent hostility becomes very evident when we talk in terms of providing education along the general lines that I have been addressing, so I would shy away from the word "basics" and I think we have to sell this largely on the fact that we have to go in the direction that we have talked about earlier today.

I thank you, Mr. Chairman.

Mr. SIMON. Thank you.

Mr. Erdahl?

Mr. ERDAHL. You brought up an interesting point, and one Mr. Simon says is well that we stress, dealing with the community colleges.

I have another hearing I have been going back and forth to this morning, on vocational technical education.

What are we doing as a society in providing some language opportunities for the people that are going to vocational and technical school, because here we have great opportunities for people to maybe learn a good skill in that way and also combine it perhaps with a foreign language skill.

Mr. BROD. Well, as I said, we believe language study is an opportunity and should be closed to no one.

Personally, we are distressed when we find school administrations or community college administrations that rigorously separate for administrative reasons different tracks of study.

What we have, however, found is that originally in community colleges language study was seen only as one of the courses you took when you wanted to transfer to a senior college; and that was kind of a dividing line between transfer programs and vocational programs, or programs that ended after 2 years.

What we are hoping to encourage and what has been encouraged in many community college districts across the country are ways of relating language study to career goals.

This is a natural in many of our big cities, where, for example, the hospital personnel will call upon the local college and ask them to provide a course so that the admissions clerk, and the nurses, and even the doctors can learn a little Spanish, for example, to deal with Spanish-speaking parents who come in in a nervous state and need to be consoled and advised quickly.

This is one of the classic cases. Depending on the city, the community and the needs, it varies a great deal. There is a growing interest in learning French for commercial uses, that is to say, for French corporations which have American operations in the United States, American corporations which have French operations. This is growing.

The multinational corporations are no longer a spector. They are a reality, and the interplay at both executive levels and at secretarial levels, translations of documents, bills of lading, what have you, is growing, in all parts of the country.

I found out a few years ago, it isn't limited to the seaports of the United States. I received information from South Carolina, for example, that happens to have one of the largest groups of German and Swiss industries in the western part of the State which has in fact produced a resurgence of enrollments, particularly among adults, in German and French in a State that is not regarded as one of the gateways as New York is, so that that is a growing trend.

There is growing visibility; it needs to be built upon, and needs to be brought to the attention of more community college administrators.

Mr. ERDAHL. Thank you very much.

In another area that you mentioned, what is being done in the less commonly taught languages. You mentioned French, German, Spanish, and so forth.

What about the Asiatic languages, the African languages? What opportunities do we have there? Should there be joint efforts be-

tween educational institutions for people who have a desire to learn some of those less commonly taught?

Mr. BROD. Traditionally the teaching of those languages has been limited to the large universities and has been partly supported by funds that help also to support research and the training of research specialists. To an increasing extent, particularly with the growth of ethnic groups that also represent Asian languages or Arabic, Portuguese, or whatever, instruction in those languages has spread and has grown.

It is still too tiny. The total college level enrollment in Japanese was only 10,000, the total in Chinese about the same, Arabic, 3,000; Russian has been dropping from the last few years.

Mr. ERDAHL. We have a son who is a freshman at St. Olaf College where once I studied Norwegian. I also learned a couple of years of Japanese. Anyway, our son started studying Russian and he said the first words he was going to learn were, "Don't shoot."

Mr. BROD. I will finish by saying that we do advocate, we have advocated in our MLA task force report, which the chairman is familiar with, the introduction of what we call the wide use languages, Chinese, Japanese, Arabia, Russian, in high schools. To do this you are going to have to overcome a great deal of administrative and public inertia and, unfortunately, enrollments in high schools have been slipping in those languages, the few that exist.

We advocate among other things the development in each State or in each region or in each metropolitan area a magnet school, an international high school, that could serve as the focus for those students who really have the motivation and qualifications to persevere.

It takes many more hours of study to become minimally or functionally proficient in a language like Chinese than it does in French or Spanish, so the student clearly needs double the motivation, double the incentive, and he must start early enough if he wants to relate it to his or her career objectives, and by giving an early start to the language, our hope is that the student will find the career objectives as he goes through college.

Mr. ERDAHL. Thank you very much, and thank you for being with us today.

Again, Mr. Chairman, I think that the emphasis that hopefully can come from this legislation will be added to by other pieces of legislation, and other activities from the business sector, from State and local as well as incentives, to provide opportunities for not only learning other people's languages, but also other people's cultures and businesses. We as Americans must do this.

Thank you very much.

Mr. SIMON. We thank you very, very much for your testimony.

We have a markup scheduled for noon on the resolution itself.

I think it is noncontroversial.

I don't know of any opposition, although a few very minor language changes have been suggested.

We could run a copy to all of the offices and get everyone to sign off on it, and report it to the full committee.

Mr. ERDAHL. I don't object to that and with the membership in attendance today, that is a good way to proceed.

Ms. SNEIDER. Was it the intent of Congress in the resolution to establish curriculum?

Mr. SIMON. Clearly, it was not the intent of House Concurrent Resolution 301 nor H.R. 7580. Both were drafted in such a way that the Federal Government is not trying to dictate curriculum.

Ms. SNEIDER. Could we request that be made clear in the report?

Mr. SIMON. Yes.

If there is no further business, we will stand adjourned.

[Whereupon, at 11:40 a.m. the Subcommittee on Select Education of the Committee on Education and Labor adjourned.]

# APPENDIX

WRITTEN TESTIMONY SUBMITTED BY ALLEN H. KASSOF, EXECUTIVE DIRECTOR, NATIONAL COUNCIL ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES, NEW YORK CITY, N.Y.

I am pleased to have the opportunity to comment on this very significant bill which, if enacted, would become a landmark in the difficult and vital struggle to improve this Nation's language capacity. As a member of the President's Commission on Foreign Language and International Studies, and now as Executive Director of the follow-up Council on Foreign Language and International Studies, I am keenly aware of the magnitude and importance of the problem which the bill addresses, and of the tremendous advantages that this Nation would enjoy if we could devise an effective means to promote foreign language acquisitions.

Since the members of the Council on Foreign Language and International Studies have not yet had the opportunity to meet and discuss the specifics of this bill, I testify in an individual capacity rather than officially on behalf of the Council. But I can assure you that the Council attaches very great importance to efforts of this kind, and that it will follow this bill with the greatest interest.

The important initiative represented by H.R. 7580 will be welcomed by all who are concerned with improving the Nation's capacity to act effectively in the international arena in the years ahead. Practical knowledge of modern foreign languages is an indispensable tool in dealing with friends and competitors overseas, and in providing our citizens with the means to make informed judgments about America's world role.

As has now been throughly documented, our linguistic capacity, never very strong, is now in a precipitous decline as the result of the falling language enrollments at every level of our educational system. This downward spiral, which was the subject of intensive analysis in the report of the President's Commission on Foreign Language and International Studies, will surely exact a price in the future if it is not reversed. Every sector and every region of American society will bear the consequences. No less is at stake than defense, jobs, and our prospects for living in a peaceful world. Of course, an intelligent and effective language policy will not by itself fulfill these needs, but it is an essential and basic element.

We do not need to look very far to see the need for improved language capacity in this country. In addition to my duties with the National Council on Foreign Language and International Studies, I continue to serve as director of IREX, the International Research and Exchanges Board—the organization that administers the principal U.S. exchanges of research scholars with Eastern Europe and the USSR. I am sorry to report that, even among the select group of experts whom we send, language fluency is not always what it should be, and that the average has been declining over recent years. It is clear that something is going wrong in the language training process: it begins too late, and the quality of instruction is often inadequate.

Nor does the problem concern only scholars or researchers. Among the almost 90 persons in the European section of the Office of the Secretary of Defense—a group with very serious and delicate responsibilities involving our principal allies—there is no one who is listed as having competency in even German or French. In fact, among the entire staff of the Office of the Secretary of Defense, some 1,500 persons, the number of individuals having a recognized competence in any foreign language whatsoever is, believe it or not, zero. Are we really acting in our best interests when U.S. personnel who have to handle such sensitive matters as base site negotiations with European partners, let alone with Somalia or Oman, do not know the language of the people on the other side of the table, and understand little or nothing about how they see the world? Isn't it time that we in this country recognized that effective language study is not a frill but a practical necessity?

This bill offers the prospect for a bold new approach. By dramatically focusing national attention on the language and international studies issue, and by offering

concrete incentives to schools and colleges, it would, if enacted, constitute a truly national effort that would mobilize state and local resources as well.

What is especially significant about this bill is that it includes an emphasis on early language education. All too often, young people coming to language study for the first time in the secondary school, in college, or even in graduate school, find that the optimum time for learning has already passed. As latecomers know to their sorrow, language study that does not lead to real facility in a foreign tongue can be both frustrating and wasteful. An early investment, properly managed, is likely to pay rich dividends.

Another important strength of this bill is the attention that it gives to quality by examining the effectiveness of instruction in grades 7 through 12 and community colleges. Finally, there is an important incentive given to the revival of language instruction in our colleges and universities through the provision that eligibility for assistance shall be tied to a certain floor of enrollments.

To be sure, the bill is not intended to provide a comprehensive answer to all of the deep-going problems of foreign language and international studies. Questions of advanced training and research on foreign areas, research exchange programs, and the like, will have to be addressed in other legislation and in cooperation with private and state universities, professional associations, and the business, labor, and agricultural communities. But in the long run, a successful approach to these matters, too, will depend on a strong language base, begun as early and continued as long as possible.

I want to emphasize again that foreign language skills are neither a luxury nor a frill, but a necessity closely tied to our future well-being. It is time to stop worrying about our foreign language weaknesses, and to begin to act.

H.R. 7580 is a truly pioneering effort. It deserves our thoughtful and enthusiastic support.

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### Prepared Statement of Lorraine A. Strasheim, Coordinator for School Foreign Languages, Indiana University

#### INTRODUCION

While Section 2 of H.R. 7580 defines the purpose of the bill as the strengthening of foreign-language instruction, the raison d'etre of foreign-language education, the development of listening, speaking, reading, and writing skills in a second language, is summarily defined as "• • • teaching which is more than rote memorization • • •" although there is some specificity as to the cultural understandings required. Since this is to be per capita funding with no competitive grants, no peer reviews, and no provision for accountability, it is difficult, if not impossible, to determine what it is that the $95 million is to accomplish and how the success of the effort can be measured once the funds have been expended.

The bill addresses all the sectors of foreign language education from kindergarten through undergraduate studies in college or university, yet in reality it may not serve any of these educational levels in any substantive way.

#### THE ELEMENTARY SECTION: GRADES 1–6

Although this portion of the bill may appear on the surface to be fostering elementary school foreign languages, the focus on courses "using an intensive method of instruction, such as immersion" has the effects of:

1. Eliminating all but a handful of the states from participation, for these programs are an emerging phenomenon;
2. Prescribing what forms elementary foreign-language education must take, co-opting the options traditionally left to school corporations and local communities;
3. Addressing only the large comprehensive districts, for these programs tend to be centered in metropolitan systems; and
4. Imposing federal or governmentally written curricula on this country's school systems.

Since so few of these programs exist, some arising out of court-ordered desegregation needs, and most have not been of sufficient duration to learn what skills and what learnings really are being developed or what the attrition rates are at each stage, this focus is a curious and quixotic one, for it presupposes that immersion programs are doing things "right" in ways that other elementary programs are not.

Were the thrust of H.R. 7580 really to prepare this country's youth for the cultural understandings an interdependent world demands, a more effective approach for the mass of the citizenry would be to foster strong global/international education at the elementary level to sensitize students to the needs for and values

of second-language capabilities and to build readiness to learn languages at the middle, junior high, or high school levels in extended and meaningful sequences.

THE SURVEYS: GRADES 7–12 AND COMMUNITY COLLEGES

While the section of the bill related to elementary schools specifies handling by "State educational agencies", the surveys are to be relegated to the Secretary of Education in an approach which has to be the least efficient and the most expensive, for, although few states will have immersion programs with which to work, all states have 7–12 programs. It is also curious and arbitrary to treat community colleges as if they were related to K–12 education rather than a branch of postsecondary education.

Surveying the nation's schools 7–12 is the least efficient way to "determine methods by which materials relating to the cultures of foreign countries may best be introduced into foreign language courses, "for the profession has been developing these methods, promulgating them through the professional literature, conferences, and workshops, and researching them since the sixties. A relatively small grant or two or three small grants could synthesize this information far more effectively and efficiently than any national survey ever could.

And foreign language education is both in need of "methods of involving the maximum number of students in foreign language courses" and in need of ways of retaining the maximum number of students in meaningful sequences leading to the development of usable and/or saleable skills in second languages. The single greatest problem of K–12 foreign languages today is holding students into the second and third years of study. A national survey simply defers the problem for several years while thousands of students study only the equivalent of the first year of a second language; it does nothing to address it or to begin solving it.

Were the intent to strengthen foreign language instruction throughout the spectrum, a meaningful first step would be to make funds available to schools so that they can afford to hold separate classes for each level of the language rather than asking teachers to teach the second and third or the third and fourth years in the same class period. At least one-quarter to one-third of all foreign-language classes above the first year are being taught today in the multi-level context.

In so far as "the desirability * * * of additional training for foreign language teachers" is concerned, it is a relatively simple matter to review licensing requirements and to determine that few teachers have had adequate training in the culture(s) of the languages they teach. An assessment, state by state, of the numbers of teachers who are licensed as minors in the languages would also extract the information desired. Again a relatively small grant or several small grants could determine the data needed, in usable form, state by state.

The real impact of the survey proposed for grades 7–12 and community colleges is twofold:

1. It presupposes that elementary immersion and college and university programs do not have the same deficiencies, needs, and problems as grades 7–12 and community colleges, and

2. It defers action for thousands of students for at least five years.

The foreign language programs in grades 7–12 and in community colleges are as worthy of per capita funding today as any other programs on any other levels. If the survey provisions are an effort to reduce the costs of this legislation, perhaps the funds would be better spread out over a period of five years and administered through competitive grants, peer reviews, and well-defined evaluative criteria.

If the intent of the bill is to foster the "understanding of the history and culture which influence the perspectives, values, and attitudes of the people of other countries," the students who are in grades 7–12, the great mass of whom will be terminating their educations at various stages of these grades, need these understandings soon, for they will be assuming their career and citizenship roles as these grades finally begin to receive attention.

GRANTS TO INSTITUTIONS OF HIGHER EDUCATION

It is interesting that the grants to institutions of higher learning—these one-year grants call for "reports which evaluate the progress of students in such programs" although the grants to elementary intensive or immersion programs do not have these requirements. Since the institutions of higher learning cannot really predict how these funds which may be "ratably reduced" can be utilized until the sum to be received is known, the institution could, predictably, spend more money on testing programs than it receives.

It is further curious that this section specifies courses meeting "at least five days each week," for colleges and universities have been moving away from this schedul-



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ing pattern for the past several years because few higher education offerings are five-hour courses, because of the tedium and boredom on the part of the student, and because there are concerted efforts to utilize both class and staff time more effectively. A more reasoned approach might specify that the two-year requirement consist of actual foreign language experiences and not a mixture of a first-year language course and culture offerings taught in English.

### AN ALTERNATIVE FOREIGN LANGUAGE ASSISTANCE ACT

The report of the President's Commission on Foreign Languages and International Studies stressed multidisciplinary cooperation in the development of young Americans' "understanding of the history and culture which influence the perspectives, values, and attitudes of the people of other countries." It was to be hoped that any legislation arising out of the Commission's work, even the first tentative legislative steps, would stress these emphases.

Rather than excluding the secondary school population, why can we not offer legislation built on competitive grants, specifying that the $95 million are to be expended over a period of five or more years? Such an approach could encompass foreign languages from kindergarten through undergraduate collegiate studies, but it would permit program improvement and development in ways that a one-year per capital effort does not. The peer reviews and evaluative stipulations would, further, serve the profession by adding both rigor and vigor to the process. In the long run, efforts of this kind would serve the students in the schools of the United States, American education as a whole, and the national interests far better than a one-year offering of grants which may be "ratably reduced" to the purchasing of a map or two and a few books.

What is needed is not a "compartmentalized" approach to each of the various levels of schooling and education or to foreign languages. Foreign language education needs the support systems provided by multidisciplinary curricular complements to build upon the second-language skills developed, to expand and enrich the cultural learnings acquired, and to provide students with more holistic educational experiences. In a program of competitive grants, priority should be given to those programs involving one or more disciplines in collaboration with foreign languages.

Since we do know what the components of teacher training have been, we do know that anywhere from 85 to 95 percent of our teachers are tenured in with little incentive to change their teaching behaviors, and we do know that new content and new approaches are required by the realities of an interdependent world, any monies directed to foreign languages and global/international studies must call for staff and program development through the school corporation instead of attempting to rely on the individual or "volunteer" teacher. The school district should be involved with multidisciplinary collaboration within its parameters and in multilevel cooperation with colleges and universities. To that end a model of a mutually interactive approach for preparing inservice teachers for the twenty-first century might well involve a school district or a consortium of regional schools in collaboration with a university or a consortium of regional colleges and universities. In this model, the school system or consortium of schools:

Receives concrete, specific, and extended training for the teachers, making release time, meeting rooms, and some resource available.

Develops tentative working goals:

a. for individual teachers and groups of teachers, and

b. for the program(s) to be strengthened or developed.

Develops course goals, guides, and teaching materials.

Has the benefit of field-experience interns from the college(s) or university.

The university or consortium of regional institutions of higher learning, in turn:

Develops multidisciplinary courses built on the needs and goals of the participating teachers.

Is provided with viable and meaningful field experiences for preservice teachers.

Validates and corrects materials prepared in the schools.

Establishes processes for utilizing the knowledge gained in working with schools and teachers to:

a. impact upon undergraduate programs,

b. "adjust" preservice teacher training programs, and

c. "adjust" graduate teacher training programs.

The school districts and the institution(s) of higher learning, finally, have joint responsibilities:

Cooperatively developed decisions as to:

a. procedures

b. needs

c. goals

d. content of "courses" for teachers
e. evalution—immediate and long-range.

Classroom assistance from "on call" consultants ready with relevant and practical advice.

Machinery for obtaining the necessary feedback and opportunities to share problems.

It turns out that in today's world George B. Leonard's admonition is realistic both educationally and legislatively.

Not to dream more boldly
May turn out to be,
In view of present realities,
Simply irresponsible.

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MILWAUKEE PUBLIC SCHOOLS,
DIVISION OF CURRICULUM AND INSTRUCTION,
*Milwaukee, Wis., July 11, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR REPRESENTATIVE SIMON: I am writing in support of the Foreign Language Assistance Act which I consider a great initial step for the improvement of foreign language/international studies programs.

I think one of the great strengths of the bill is that it provides for foreign language education at the elementary level. Language teaching, in order to be truly effective, must begin at this level and be continued through secondary and post secondary education. Providing incentives to school systems per student studying a language is an excellent way to begin to spread language study. I have found that one student's good experiences in a language program have a ripple effect, and support for language program spreads in this way.

I was pleased to read in your speech that you had visited the immersion program in Silver Spring, Maryland. We have an elementary kindergarten through grade six French and German immersion-magnet program here in Milwaukee and have found it to be extremely effective in meeting three goals: successful voluntary integration, extraordinary fluency in the second language and success with the regular Milwaukee Public Schools curriculum, even though it is being taught in another language.

We are also involved in a partial immersion program in the middle school level and found it to be just as effective in obtaining second language fluency and subject content mastery.

I strongly urge that foreign language programs be looked on as one continuous process from kindergarten on through higher education. In this way, we will have a population which will be able to meet the challenges of this increasingly interdependent world. I applaud your efforts in this area.

Very sincerely,

HELENA ANDERSON,
*Curriculum Specialist, Foreign Languages,*
*Department of Elementary and Secondary Education.*

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UNIVERSITY OF DELAWARE,
COLLEGE OF ARTS AND SCIENCE,
*Newark, Del., July 1[illegible], 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR CONGRESSMAN SIMON: Please accept my sincere thanks for introducing the Foreign Language Assistance Act, because it goes right to the heart of the problems affecting foreign language study in the United States at all levels of education.

Providing financial incentives for starting foreign language study in elementary schools has distinct advantages. In the first place, beginning to learn a foreign language is psychologically appropriate for pre-adolescents. Little children do not mind rote memorization, and learning another tongue is fun, whereas it often seems to involve blood, sweat and tears in older students. Moreover, starting early makes it possible to have a longer sequence of study which can produce real competence. A

U.N. survey a few years ago showed that in the vast majority of countries foreign language study is begun by the age of eleven and continues for at least five years.

The provision for funding studies of methodology and teacher training for junior and senior high schools is advisable, because we need to know all we can about helping students and teachers to be more effective.

At the level of higher education, rewarding institutions for continuing or reestablishing foreign language entrance and degree requirements should help to encourage faculties and administrations to realize that a good college program should be based on educational needs rather than the whims of students. Strengthening of college entrance and degree requirements will also strengthen the hand of high school teachers and counselors when they advise students to study foreign languages before going on to college. The capitation provisions should make available to institutions of higher learning funds to give their language instructors release time to make themselves more effective in classroom and laboratory.

Thank you again for your interest in foreign languages. I have already written to Congressman Evans, as well as to Senators Biden and Roth, all of whom have expressed deep interest in foreign language study and international education. When your bill comes to the floor of each congressional chamber, I shall write them again, asking for their support of this specific measure.

Sincerely yours,

MAX S. KIRCH, *Professor of Modern Languages.*

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GOVERNOR'S HONORS PROGRAM,
VALDOSTA STATE COLLEGE,
*Valdosta, Ga., July 13, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR MR. SIMON: As students of Spanish participating in the 1980 Georgia Governor's Honors Program, we are very aware of the current need for increased foreign language study. In a world of steadily improving communications, expanding trade, and emerging nations, it will soon become essential for the United States as a whole to be capable of communicating easily with other peoples. It is also important that Americans come to understand and appreciate other cultures.

For too many years we have expected foreign peoples to speak our language. It should be our responsibility to instruct our students in other languages and cultures so that we will have to depend on no one else for translating information.

The Foreign Language Assistance Act which you introduced into the House of Representatives on June 13, 1980, is a good first step toward multi-lingual competence in the United States.

On behalf of the students of the United States, we are grateful to you for introducing this act and we are urging our congressmen to support it. Hopefully the passage of the act will revive interest in foreign language study in the United States and further our country's progress toward friendly and understanding relations with other nations. In most major European nations students are required to take a foreign language, yet many American colleges are presently dropping or lowering their foreign language requirements.

If the United States expects to continue to be a leader in world trade, our foreign language programs must be expanded far above their present levels. The Foreign Language Assistance Act is a constructive and positive step toward a strong future of American foreign relations.

Sincerely,

Francie Mizell, Barbara Anderson, Merrie B. Chesser, Angela Clinkscales, Yvonne Johnson, Jon M. Payne, John Womack, Jane Gallager, Darrell S. Blalock, Danielle Coile, Cynthia M. Daniel, Debra Myhand, Edna Rice, Laura L. Wright.

BOARD OF EDUCATION,
CITY OF CHICAGO,
*Chicago, Ill., July 10, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Washington, D.C.*

DEAR CONGRESSMAN SIMON: This letter is written in support of the Foreign Language Assistance Act. In view of the startling findings of the Presidential Commission on Foreign Language/International Studies, I feel that the most immediate way to remediate our deficiencies in this area is through legislation.

Although one hears many supportive comments and observations on the need for Foreign Language instruction, the reality is that programs are being cut back or discontinued. Administrators do not realize that these programs are not frills but are essential content areas.

Our young people have been short-changed for too long. Training should begin on the elementary level with continuity provided through the high school level.

As Coordinator of the Language Academy Program, Chicago Public Schools, I strongly urge the adoption of this bill. Our program is in the process of implementing the recommendations of the Presidential Commission and the Illinois Task Force on Education with the hope that these strategies can be extended to all foreign language programs in the Chicago Public Schools.

Thank you for all of your efforts to provide support for quality education in our schools.

Sincerely,

EMELDA L. ESTELL,
*Coordinator, Bureau of Foreign Languages.*

STATE OF ILLINOIS 81ST GENERAL ASSEMBLY, HOUSE OF REPRESENTATIVES

HOUSE RESOLUTION NO. 960, OFFERED BY REPRESENTATIVE MAUTINO

Whereas, there currently exists a strong national interest in improving and expanding the teaching of foreign languages and international studies; and

Whereas, there has been created an Illinois Task Force on Foreign Language and International Studies which has investigated the expansion of these programs in all levels of the Illinois educational structure; and

Whereas, the Task Force has tediously examined all relevant data and submitted its findings on the current status of these programs as well as suggesting possible changes and improvements for these programs: Therefore, be it

*Resolved, by the House of Representatives of the 81st General Assembly of the State of Illinois,* That we commend the Illinois Task Force on Foreign Language and International Studies for its scholarly analysis of the current state of teaching foreign languages and international studies within the Illinois educational system; and, be it further

*Resolved,* That we extend our deepest thanks and appreciation to all of the members of the Task Force for the outstanding and diligent effort they produced on behalf of the State.

Adopted by the House of Representatives on July 1, 1980.

WILLIAM A. REDMOND,
*Speaker of the House.*
JOHN O'BRIEN,
*Clerk of the House.*

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AMERICAN ASSOCIATION OF TEACHERS OF FRENCH,
*Champaign, Ill., August 7, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR MR. SIMON: The American Association of Teachers of French is most pleased to learn of the amendment (H5376) that you recently proposed to the Foreign Service Act of 1980 (HR6790).

We agree with you entirely on the idea of staffing one of our Embassies with 100 percent foreign-language speaking personnel. It would be one small step, of course, but certainly a realistic and easily obtainable goal.

Please rest assured that our Association—10,000 members strong—will do our utmost to support your amendment, as well as the bill itself.

Sincerely yours,

FRED M. JENKINS, *Executive Secretary, AATF.*

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PROJECT BIEN,
ST. JOHN PARISH SCHOOL BOARD,
*Reserve, La., July 8, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR MR. SIMON: As a foreign language graduate, I'd like to congratulate you on recognizing the dire need for schools to develop skills in other languages. Your efforts are sincerely supported, in that, many Americans are becoming aware of the necessity to possess bilingual skills.

At present, St. John the Baptist Parish boasts of a very successful bilingual program. The inclusion of a child's native language and culture has done much to enhance the Anglo-student's language appreciation and English proficiency. I've found that students' participating in language instruction are apt to develop broader concepts of their fellow man. In addition foreign language instruction serves as a motivational impetus to the student bored with English dominant instruction. Another possible consideration is that foreign language instruction places the English dominant teacher on the same level as the student as far as the language acquisition is concerned. It's refreshing to hear a first grader tell his teacher that he would be glad to help her with the French lesson.

Wishing you success with your bill, I remain,

Sincerely,

JOHN C. ZEWE, *Supervisor of Second Languages.*

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AMERICAN ASSOCIATION OF TEACHERS OF FRENCH,
*East Lansing, Mich., July 14, 1980.*

Hon. PAUL SIMON,
*U.S. Representative,*
*House Office Building,*
*Washington, D.C.*

DEAR CONGRESSMAN SIMON: In the name of the 10,000 members of the American Association of Teachers of French and in my own, I would like to express our total support of the Foreign Language Assistance Act, HR7580. It is our firm belief that this Bill must be adopted by Congress and funded at the maximum levels to ensure that the United States does not continue to lag in language or international studies.

Only decisive action on the part of Congress will make it possible for the country to remedy what the President's Commission on Foreign Language and International Studies refers to as "a scandalous situation" and thus ensure our generations and the generations to come of the proper skills and understanding needed to operate successfully and meaningfully in the ever-increasingly interdependent world of tomorrow.

Thanking you for your understanding and cooperation, I remain,

Sincerely yours,

GEORGES J. JOYAUX, *President.*

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EASTERN MONTANA COLLEGE,
*Billings, Mont., July 14, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR CONGRESSMAN SIMON: Your continuing efforts on behalf of foreign languages and international studies are indeed commendable and supported by many concerned citizens.

Unfortunately many of the administrators (superintendants, principals) and guidance counselors in our public schools are the products of schools of education that tend to be provincial in their outlook and therefore place little value on the study of

foreign languages and cultures. At a time when taxpayers are paring down local mill levies, these very administrators find it convenient to cut foreign languages from the curriculum. Only an effort, such as yours, on the national level can stop this dangerous erosion and encourage more young Americans to study foreign languages.

For optimum effectiveness, foreign language study should start in the grades and continue through high school. An early start and a long sequence are absolutely essential for a successful foreign language program.

The re-instatement of a college foreign language requirement would not only return stature to the degree earned, it would also provide strong motivation to begin language study early in a child's education. This along with capitation funding at all levels could quickly turn this unfortunate situation around. I believe HR 7580 is a step in the right direction.

Sincerely yours,

MAURICE M. HEIDINGER, *Professor of German.*

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OMAHA, NEB., *July 11, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR MR. SIMON: I am an Associate Professor of German and Assistant Dean of Arts and Sciences at the University of Nebraska at Omaha, and I would like to express my support of the Foreign Language Assistance Act which was introduced in the House on July 13.

This piece of legislation would help to assure that foreign language/international studies programs are supported in the schools and colleges of our country. As a foreign language instructor, I am, or course, keenly aware of the need for more emphasis of the study of other languages and cultures.

On a recent trip to the People's Republic of China, I was shown even more succinctly the great importance of knowing more than one language. The government of China seems acutely aware of its need for foreign language specialists, and it is supporting foreign language study at every level of education, beginning with the third year of elementary school. Everywhere I went in China I found persons studying foreign languages (especially English). The Chinese seem to be aware that their success in international markets and diplomatic circles depends on their having a large number of people who are conversant in other languages.

We, on the other hand, have seemed content to allow the Chinese (and the rest of the non-English speaking world, for that matter) to interpret their words and thoughts into our language before we even try to understand them. That the monolingual American is at a serious disadvantage in dealing with a multilingual foreigner is obvious.

As I understand it, the Foreign Language Assistance Act would provide per capita funding for foreign language instruction at the elementary and college level and would provide for a survey of the effectiveness of foreign language training in grades 7–12 and community colleges. It seems to me that this would provide needed incentive to schools and colleges to nourish their foreign language programs and would help to reestablish foreign language requirements for both college entrance and graduation.

Thank you for allowing me to express my views on this matter. I appreciate your interest in foreign language education, and I would welcome an opportunity to express my opinions on further legislation.

Sincerely yours,

MAURICE W. CONNER.

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JOINT NATIONAL COMMITTEE FOR LANGUAGES,
*Washington, D.C., June 16, 1980.*

Hon. PAUL E. SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR MR. SIMON: On behalf of the Joint National Committee for Languages, let me congratulate you on the introduction of legislation to provide per capita grants to elementary schools and institutions of higher education, for instruction in foreign languages.

This legislation represents a significant step toward implementing the recommendations of the President's Commission on Foreign Language and International Studies. The report of that Commission, which noted the decline of foreign language study in the United States since 1970, also advocated that measures be taken to reverse the trend, and promote language training as an integral part of the curriculum at all levels of education. Your bill will set the tone for additional legislation which will develop the concepts of integrating foreign language study with other cultural and international studies.

Specifically, this bill begins to address certain concerns expressed by language professionals which we consider very important: the development of certain standards for proficiency to be monitored by the Secretary of Education, recognition of the importance of language study as part of the elementary education process, and providing incentives for renewing foreign language requirements as necessary for college entrance and graduation.

The complexities of global politics, international business, and the United State's ability to trade and negotiate with other nations requires Americans to use foreign languages as an essential tool of international communication. Four hundred years ago British grammarian Richard Mulcaster pronounced that "The English tongue is of small reach, stretching no further than this island of ours, not there over all." It is becoming apparent as America ends its second century, that we will have to expand our knowledge of other languages and cultures, if we are to enter the next century as a strong and vital international actor.

Sincerely,

JOHANNA S. R. MENDELSON,
*Director, Washington Liaison.*

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OLD DOMINION UNIVERSITY,
SCHOOL OF ARTS AND LETTERS,
*Norfolk, Va., August 4, 1980.*

Hon. PAUL SIMON,
*House of Representatives,*
*Washington, D.C.*

DEAR CONGRESSMAN SIMON: Thank you for your kind letter of July 28.

Enclosed is a copy of the State President of the Virginia Sons of Italy to the National President. Martin Cornetta, a friend of mine, wrote his letter as a response to my letter to the editor of the Virginian Pilot. Enclosed also is Congressman Whitehurst's response to my letter to him.

Since receiving Congressman Whitehurst's reply, I have distributed hundreds of post cards to his constituents asking them to sign their names and addresses and return them to me for mailing. Most are blank except for the address permitting them to write their own messages. So far Congressman Whitehurst has responded in the same terms as in the enclosed letter to me. I am encouraging other AATSEEL members statewide to initiate similar action in their areas. I have encountered no opposition to your bill from any citizens, conservative or liberal. I will continue this effort until the bill comes to a vote. Last week I was able to obtain cards from the entire membership of a Kiwanis Club when appearing for a speaker's engagement.

With best wishes for success in this effort, I am

Sincerely yours,

JOHN A. FAHEY,
*President—Virginia Chapter,*
*American Association of Teachers of Slavic and East European Languages.*

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VALDOSTA STATE COLLEGE,
*Valdosta, Ga., July 3, 1980.*

Hon. PAUL SIMON,
*House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR REPRESENTATIVE SIMON: I wholeheartedly support HR 7580 to provide for per capita grants to reimburse elementary schools and institutions of higher education for part of the costs of providing foreign language instruction.

Your bill comes at a time when it is essential for the federal government to provide the leadership and initiative in demonstrating to the American public the pressing need for more wide-spread competence in the use of foreign languages.

Too long has our nation suffered in the areas of diplomacy and foreign relations and in international marketing because of the isolationist, monolingual penchant of the general public. If passed, HR 7580 will provide the necessary impetus which foreign language instruction has needed for so long.

Thank you very much for your concern in this much-neglected aspect of our educational systems.

Sincerely,

C. LEE BRADLEY,
*Regional Representative,*
*National Executive Council, American Association of Teachers of French.*

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ST. PETERSBURG INTERNATIONAL FOLK FAIR SOCIETY, INC.,
*St. Petersburg, Fla., July 15, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR MR. SIMON: Mrs. Mary Sanchez, Foreign Language Supervisor of Pinellas county schools has advised us of your bill No. HR 7580 calling for measures to improve the quantity and quality of foreign language instruction in our country.

As an umbrella organization for over thirty ethnic groups, we have long been concerned with the apathetic attitude of our educational system in regard to foreign languages. We offer you our enthusiastic support in your efforts to improve the situation.

All best wishes for your success.

Sincerely,

ANNA TRAKAS, *Executive Director.*

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DANBURY PUBLIC SCHOOLS,
*Danbury, Conn., July 3, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR CONGRESSMAN SIMON: I have read with a grat deal of interest and, I dare say, excitement, your revised capitation bill—the Foreign Language Assistance Act—introduced in the House on June 13, 1980. We in Danbury look at this bill as the first "giant step" in the resuscitation of Foreign Language education in American schools. We also realize that this is but a beginning and that the road ahead will be a long and tough one.

This bill does much to focus on the importance of beginning Foreign Language study in the elementary schools. An outcome of the bill's thrust, too, could be eventually increased Foreign Language course requirements in colleges and universities.

My greatest concern, personally, at this point is the emphasis which is needed on Foregn Language education at the secondary level, grades 7-12. It is my hope that increased incentive for study at both the elementary and college levels will necessarily and automatically see increased Foreign Language enrollments at the secondary level.

The post-elementary and pre-college period is a vital one from the standpoint of continuity and preparation. Unlike some disciplines, unbroken exposure to the subject matter is absolutely necessary in Foreign Language skills development. The road to mastery and fluency, as you know, is a long one.

I salute you for this significant first step and encourage you to continue to intensify your efforts to provide renewed incentives for Foreign Language study in the United States.

Yours sincerely,

RICHARD H. TYLER,
*Chairperson, Foreign Language Department.*

AMERICAN FEDERATION OF LABOR & CONGRESS OF INDUSTRIAL ORGANIZATIONS,
*Washington, D.C., August 25, 1980.*

Hon. PAUL SIMON,
*Chairman, Subcommittee on Select Education, Committee on Education and Labor, Cannon House Office Building, U.S. House of Representatives, Washington, D.C.*

DEAR CHAIRMAN SIMON: The AFL-CIO supports H.R. 7580, the Foreign Language Assistance Act, which you introduced as a by-product of your service on the President's Commission on Foreign Languages and International Studies.

In December of 1979, a resolution was adopted at the AFL-CIO Thirteenth Constitutional Convention calling for legislation that would implement the Commission's recommendations. For your possible use, a copy of that resolution is attached.

H.R. 7580 would effect a principal recommendation of the Commission by empowering the Secretary of Education to provide per capital grants to reimburse schools at all levels of our education system for foreign language teaching. In a world of increasing interdependence and an ever present need for greater international cooperation, this measure represents an important step toward expanding communication among people.

We urge legislative enactment of H.R. 7580 before the Congress adjourns.

Sincerely,

RAY DENISON
*Director, Department of Legislation.*

RESOLUTION ADOPTED AT THE AFL-CIO 13TH CONSTITUTIONAL CONVENTION, DECEMBER 1979

FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

Whereas, in April 1978, through Executive Order No. 12054, President Jimmy Carter established the President's Commission on Foreign Language and International Studies, and

Whereas, such Commission was empowered to:

(1) Recommend means for directing public attention to the importance of foreign language and international studies for the improvement of communications and understanding with other nations in an increasingly interdependent world;

(2) Assess the need in the United States for foreign language and area specialists ways, in which foreign language and international studies contribute to meeting these needs, and the job market for individuals with these skills.

(3) Recommend what foreign language area studies programs are appropriate at all academic levels and recommend desirable levels and kinds of support for each that should be provided by the public and private sectors.

(4) Review existing legislative authorities and make recommendations for changes needed to carry out most effectively the commission's recommendations.

Whereas, a representative of organized labor named as a member of the commission and several other distinguished labor leaders contributed greatly to the work of this commission, its findings and recommendations, and

Whereas, such recommendations, if implemented by the executive and legislative branches would place the United States in full compliance with the Final Act of the Conference on Security and Cooperation (better known as the Helsinki Agreement), which commits the participating countries to "encourage the study of foreign languages and civilizations as an important means of expanding communication among peoples—for the strengthening of international cooperation," and

Whereas, such recommendations are in the national interest given increasing world interdependence and the concomitant need for greater international cooperation: Therefore, be it

*Resolved*, That the AFL-CIO goes on record supporting the findings and recommendations of the Presidential Commission on Foreign Language and International Studies, and be it further

*Resolved*, That the AFL-CIO calls on the President and Congress to exert leadership in the legislative enactment of such finding and recommendations, and be it further

*Resolved*, That the AFL-CIO pledges full cooperation and support in actively promoting the passage of such legislation.

NATIONAL COUNCIL FOR THE SOCIAL STUDIES,
*Washington, D.C., October 13, 1980.*

Hon. PAUL SIMON,
*U.S. House of Representatives,*
*Cannon House Office Building,*
*Washington, D.C.*

DEAR REPRESENTATIVE SIMON: The K-12 Task Force of the Washington Global/International Coalition wishes to submit the enclosed testimony regarding the Foreign Language Assistance Act. The endorsement sheet includes the names of individuals and organizations supporting the testimony.

We continue to appreciate your concerted efforts in behalf of international programs at the K-12 level and encourage you to accept the enclosed testimony in the spirit of constructive criticism.

Please contact us if you have questions.

Sincerely,

ANNA S. OCHOA,
*Chairperson, K-12 Task Force.*
WASHINGTON GLOBAL/INTERNATIONAL COALITION, PAST PRESIDENT, NCSS.

ENDORSEMENT SHEET

INDIVIDUALS

Robert Black, Council on Learning, 271 North Ave., Suite 1200, New Rochelle, New York 10801, Phone 914 235-8700, 212 280-4618 Institute on W. Europe.

Jeffrey Brown, 118 Elm St., Montclair, New Jersey 07042, Phone 201 744-1832.

Lynda C. Falkenstein, 4431 N.E. Wistoria Drive, Portland, Oregon 97213, 503 287-6366.

Henry Ferguson, Center for International Programs and Comparative Studies, New York State Education Dept., Albany, New York 12230, 518 474-5801.

Thomas H. Geno, Department of Romance Languages, 505 Waterman Bldg., University of Vermont, Burlington, Vermont 05405, 802 656-3196.

Margaret L. C. Jones, Education Director, United Nations Association, St. Louis, 7359 Forsyth Blvd., St. Louis, Missouri 63105, 314 721-1961.

Ernest A. Kerstein, 73 Glenmere Terrace, Mahwah, New Jersey 07430, 201 327-8463.

Gordon Klopf, 70 La Salle St., New York, New York 10027, 212 666-5478.

Margaret H. Lonzetta, World Affairs Council of Philadelphia, 1300 Market Street, Philadelphia, Pennsylvania 19107, 215 563-3363.

Anna S. Ochoa, School of Education, Indiana University, Bloomington, Indiana 47405, 812 337-3838.

Jonathan Swift, Director School of Global Education, 33500 W. Six Mile Road, Livonia, Michigan 48152, 313 261-1250.

Marylee Wiley, African Studies Center, Michigan State University, East Lansing, Michigan 48824, 515 353-1700.

William Work, Speech Communication Assn., 5105 Backlick Road, #E, Annandale, Virginia 22003, 703 750-0533.

ORGANIZATIONS

Global Learning, Inc., 40 South Fullerton Ave., Montclair, New Jersey 07042, Jeffrey Brown, Executive Director, 201 783-7616.

Law-Related Education Project, Portland State University, P.O. Box 751, Portland, Oregon 97207, 503 229-3119.

National Association of State Universities and Land-Grant Colleges, One Dupont Circle, NW, Washington, D.C. 20036, 202 293-7120.

National Council for the Social Studies, 3615 Wisconsin Ave., NW, Washington, D.C. 20016.

National Council of Teachers of English, 1111 Kenyon Road, Urbana, Illinois 61801, 217 328-3870.

The purpose of this document is to present the views shared by a number of educational associations concerned with the quality of global/international education at the K-12 level. Specifically, this paper will 1) present several concerns about the proposed legislation and 2) present several recommendations for a desirable piece of legislation as viewed by the K-12 Task Force.

At the outset, we wish to commend Representative Paul Simon for his sustained commitment to this field. His attention and commitment to international/global competence has been heartening throughout the life of the President's Commission

on foreign Language and International Studies and since. The following concerns are presented with the hope of broadening the scope of the proposed legislation and heightening the quality of programs that it supports.

I. CONCERNS

A. *Federal support should support interdisciplinary programs.*—

If successful, federal financial support for foreign language instruction (as proposed) at the elementary level may generate some increased activity with respect to immersion programs in the elementary school. However, it does not maximize what can be done to advance the total elementary curriculum in the direction of supporting international/global competence. Since research tells us that international learning are cumulative and that attitudes formed at early ages are likely to persist, this legislation runs against such findings by not supporting additional areas of the curriculum that target international learnings and concomitant attitudes and values directly. Nothing that is said here should be construed to suggest that foreign language instruction should not be supported. Rather, we wish to emphasize that such support is not sufficient if we wish to provide strong foundation for the development of global/international competence at the elementary level. Federal financial support needs to address interdisciplinary collaboration in the curriculum rather that heightening only one aspect of the school curriculum and neglecting all others. Fragmentation and an uneven instructional emphasis will result from the narrow focus of the proposed legislation.

The social studies, because it plays a major role in developing international/global understanding, deserves attention—though not at the expense of other areas. Currently, the social studies program at the elementary level is in low profile. A recent National Science Foundation study tells us that approximately thirty minutes per day is spent on this subject in the elementary grades—and even less at the primary grades. This condition is a dismal one for the curricular area that assumes major responsibility for the preparation of citizens. As we focus on ways to enhance internation[illegible]l/global competence, an important concern becomes how to increase the quality and quantity of instruction related to global/international education. The need for increased awareness of the world's peoples, conditions and problems is patently clear. No single area of the curriculum can deliver on this broad and far-reaching goal. Collaborative and coordinated efforts are needed in all areas of the curriculum. This need is underscored by the Report of the *President's Commission on Foreign Languages and International Studies* when it says:

"* * * if a sensitivity to other cultures and an increased awareness of world issues are to be major goals for our schools, they will not be reached solely through the teaching of such subjects as social studies and foreign language, crucial as these are. International content should be part of all subjects and within the capabilities of all teachers."

It is further emphasized by twelve educational associations—*Organizations for the Essentials of Education* (1979) when they state:

"Skills and abilities do not grow in isolation from content. * * * Students master these skills and abilities through observing, listening, reading, talking, and writing about science, mathematics, history and the social sciences, the arts, and other aspects of our intellectual, social and cultural heritage."

Finally, the needs of the young to know about their world in a comprehensive way—makes the case compelling.

B. *Federal support should balance support for all levels of learning.*—The bulk of the 95 million dollars requested in the proposed legislation is likely to go to colleges and universities which reach only part of the population. While it is commendable that the bill targets three educational levels: elementary, secondary and postsecondary (although it ignores middle schools per se), colleges and universities receive the greatest support.

Due to the shortage of teachers qualified to teach foreign languages at the elementary level, few school districts are going to be able to start up foreign language immersion programs or their equivalent. A minor portion of the 95 million will be spent here. The secondary survey will not be costly. Clearly, the bulk of the funds will go to colleges and universities to support their language programs. While some support for higher education is needed, it must be recognized that the university population is one that still underrepresents major segments of the total population—especially minorities and the poor. It is ONLY at the K–12 level that the entire population is addressed. Yet, it is the awareness, concern and competence of the citizenry at large that must be heightened to facilitate effective working relationships with the rest of the world. It is here that the large portions of available dollars must be spent. Education CAN enhance the power of people to understand

the world, and the ability to deal with its people and problems. Such power must be held by all, not just some, American citizens.

C. *Immersion programs require that instruction be provided in the target language for a major portion of the day.*—Currently, elementary teachers are not certified to teach such programs. While there is technically an oversupply of language teachers, these are secondary and not elementary teachers. While these secondary teachers can obtain elementary certification, this process takes time—an academic year or more. It is very likely that only a few school districts will be eligible for funding due to the shortage of qualified teachers.

D. *Substantial support is needed at the secondary level: Surveys are not enough.*—The kind of survey called for in this legislation is narrow in scope and delays action that is already overdue. It is narrow in that its focus is on foreign languages and language study is not tied to international/global understanding. One exception is the fact that this survey links culture study to foreign languages. A two year survey delays action, at a time when any action taken, is already late. The low level of international/global understanding and foreign language competence makes Americans seriously deficient in participating competently in a shrinking world. We *cannot* afford delay; nor can we be narrow in scope. Language is but one necessary tool in building international/global competence. Without concomitant understanding of cultures, transnational issues and global/international interdependence, U.S. citizens will have little competence to bring to their participation in the world community. If incentives are to be given, they should be given immediately to support interdisciplinary efforts in foreign language and global/international education at the middle and secondary school levels. Special attention should be given to those languages that are not commonly taught but widely used. Surveys can take place concurrently, but not at the expense of supporting programs that are needed now.

### II. RECOMMENDATIONS

A. *Provision for accountability.*—Any piece of legislation carrying financial support should speak to the uses to which the funds will be put. The proposed legislation does not speak to this point.

B. *Provision of inservice training of all professional staff.*—Monies received by school districts should be used for the continued growth of all members of the professional staff. Not only teachers, but administrators, curriculum coordinators, supervisors, and department heads need to become aware of the importance of global/international competence. In addition, they need to develop the competence to implement and maintain such programs. While teachers are part of a larger system that must be supportive if meaningful program is to develop, they also need special attention. Most teachers now in the field, have completed all certification requirements, are at or near the top of the salary schedule and probably have Master's Degrees, they have little incentive to return to college campuses for more advanced work. Rather, their continued professional development requires the provision of inservice training in school districts. Many of these teachers will be in the field for another twenty-five years or more. Funds obtained by school districts through this program, or any other, should be used to support inservice training and released teacher time for professional development and/or curriculum development in foreign languages and global/international studies. Teacher Centers are one vehicle that can be utilized.

C. *Provision for interdisciplinary collaboration.*—Meaningful support for global/international competence will encourge interdisciplinary efforts across the curriculum. It is necessary to develop the necessary understandings, skills and attitudes to enable citizens to understand the world's peoples, conditions and problems so that they can function as competent citizens. Such interdisciplinary collaboration includes not only foreign languages and social studies but all areas of the curriculum that focus their content on international/global competence.

D. *Provision for support of international programs in State education agencies.*—1. Education is a State level function, implemented at the local level. The States provide a significant, broad-based and cost-effective method of assisting local schools to improve their international and global education efforts. The States provide stimulation, coordination, technical assistance, monitoring, evaluation and linkages between, in and among schools and for the teachers certified or licensed to teach in them. To prepare for, introduce, and integrate new techniques, content, and materials for coping with an interdependent and changing world society into the general curriculum, each State Agency should establish a special unit. A specialist coordination or program unit in international education would help improve and interrelate the foreign languages and international studies and help find ways to integrate them into the basic curriculum.

2. State Education Agencies uniquely reach all schools. They reach both rich and poor school districts, both rural and urban schools as well as the suburban, and in many States are the only agency capable of impacting broadly upon the independent school sector. In grant proposal writing, rural and innercity schools suffer from an inability to compete with wealthier and better equipped schools. The direct disbursement of funds equally to all schools would be unproductive, but provision of technical assistance, coordination and leadership for all schools at the State level would have significant impact in each State and across the nation.

3. State Education Agencies require Federal incentives to establish and maintain international education units, for present circumstances of fiscal exigencies, declining enrollments and pressure on taxation are disincentives in most States for introducing new units to their administrative structures.

E. *Status surveys and information needs.*—Currently, very little is known about the status of global/international education at the K–12 level. Limited information exists on the certification requirements of teachers, the nature of teacher preparation programs and virtually no information is available on the extent to which implementation/on-going programs have been established in schools. Further, no assessment of student learning in foreign languages or social studies is being conducted that gives significant attention to global/internation competence. Legislation is needed that would support the collection of needed information on a continuous basis. -